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VARIATIONS IN DEGREE OF CONTROL OVER EDUCATIONAL DECISIONS

by

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A THESIS
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ABSTRACT

This study was undertaken to assess patterns of control over educational decisions affecting school districts in the four western provinces of Canada.

School superintendents and directors of education were asked for their perceptions of the degree of control over a series of decisions exercised at each of five organizational levels: the education department, the school board, the superintendent's office, the school principal, and the teachers. Three estimates were sought: current perceptions in spring 1980, recollections about 1975, and predictions for 1985.

The respondents were also asked for their perceptions relating to the decentralizing or centralizing influences arising from each of eleven factors over the same period of time.

Although the degree of control for each organizational level varied from issue to issue, the main control for a large majority of items was found to be distributed among the three levels of school board, school principal and superintendent's office. Many items where the board had the highest degree of control were related to financial matters. The principal's control was moderate to high for most matters, especially those relating to educational

issues and school organization. The control by the superintendent's office was also usually moderate to high, particularly in the case of administrative issues.

Some differences were found in the degree of control by each level among provinces and in different categories of school district but, in general, similar patterns of control prevailed.

Changes in patterns of control during the ten-year period were examined. Any decreases in degree of control over decisions appeared to be associated mainly with the department and the school board although decrease in control was reported for superintendent's office in a few cases. The majority of cases of reported increase in degree of control applied to the principal and the teachers.

Increased control at one level did not always correspond with decreased control at another, and the number of reported increases greatly exceeded the number of reported decreases. An apparent inflation was perceived across the ten-year period in the total of the degrees of control exerted by the five organizational levels. The pattern which emerged was one of gradual growth of control within the school rather than major transfer of authority to the school. Many of the increases were actually very small and did little to alter the balance of control. Some differences were found among changes in the patterns of control among provinces and among various types of district.

In general, centralizing influences were reported to be associated with factors external to the educational organizations such as political and economic climate. Some internal factors exerted decentralizing influences. Changes in perceived influence across the time period for most factors tended towards less decentralizing influence and more centralizing influence.

The overall picture was of a gradual increase in the degree of control over educational decisions by the principal and the teachers. This trend of steady but small growth in control by principal and teachers was expected to continue into the period 1980-1985 even though the centralizing influence from political and economic factors would tend to slow the rate of growth.

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Chapter 1

INTRODUCTION

In designing an administrative structure for an educational organization one perennial problem to be faced is that of determining an appropriate pattern of control over decision making. A section of the literature in organization theory favors models of decentralized operation and participative decision making. Claims are made that organizations function more effectively when personnel close to the point of implementation are actively involved in the decision processes. Some of the benefits to the system are expected to arise from capitalizing on the specialized knowledge or abilities of the participants and some from the increased commitment which might flow from involvement in planning and decision activities. On the other hand, in any practical situation accountability and responsibility frequently place constraints on what is possible or desirable in this regard. Furthermore, the need for cooperation in large systems often limits individual autonomy.

Educational organizations have many special characteristics arising from the fact that they operate at the interface between established society and the emerging generation. They are affected by the universality of their market and the professional aspirations of their work force. Legal structures also place mandatory obligations upon them. Consequently, in spite of the point of view which supports the desirability of decentralizing control over decision making, reservations have been expressed in many quarters.

This study arose out of an interest in attempting to compare theory with practice. Given that many writers on organization theory favored decentralized decision-making structures, the question which arose was whether or not patterns of control over decision making in a selected group of educational organizations would reflect such a philosophy. The approach taken to answer this question involved seeking the perceptions of educational administrators in key positions in such organizations on the assumption that these people would know how decisions were made and would be aware of factors which influence changes in patterns of control over decision making. The intention was to assess the following aspects:

(a) the degrees of control which were exerted over decisions by persons working at various levels in educational organizations;

(b) the extent of variation in such degrees of control with respect to type of decision and type of organization;

(c) the changes in patterns of control over time; and,

(d) the effects of factors influencing centralization or decentralization in such changes.

BACKGROUND

The General Context

The review of literature in Chapter 2 covers the work of many writers on organizational theory who have discussed advantages and disadvantages associated with the decentralization of decision making. Support has often been given to the notion of placing the point of decision as close as possible to the area of operation of those affected by the decision. The arguments which have been advanced range from human relations concepts of increasing commitment by participation to human resources theories of making the best use of available expertise.

In the field of education in particular, considerable argument has emerged from the review to support increased decentralization of decision making. Teachers' professional associations in Canada as elsewhere have asked for an increase in the degree of control by teachers over decision making. School boards have pressed for more autonomy in the control of their affairs. On the other hand, a call for increased accountability in public education has been a force for centralization of decision making.

Some people have seen movements between the extremes of centralization and decentralization as being cyclic, with the steady state at any particular time being dependent on both environmental pressure for change and the administrative style within an organization. An attempt was made in this study to assess the perceptions of administrators with respect to changes that had taken place or might occur in the foreseeable future. These perceptions were viewed against a background of theory favoring decentralization of decision making. An attempt was also made to assess some of the forces in the community which had produced, or might produce, change in this area.

The Decision Domain

Two possible approaches are available in considering the distribution of decision making. The first is geographic, where the decision-making levels could be classified as national, provincial, district, or school. Since legal responsibility for education in Canada resides principally in the provincial area, national involvement was omitted from the study. Consequently, it was confined to assessing shifts in the degree of control over decision making among provincial, district, and school levels.

The second approach is functional, where the available levels are political (policy making), managerial (administration) and operational (classroom practitioner).

The political level of decision making includes the legislature and the school board. The managerial level includes departmental officers, district administrators and school principals. The operational level is, in most cases, restricted to the teacher.

For the purposes of this study the categorization of levels where decisions were made was:

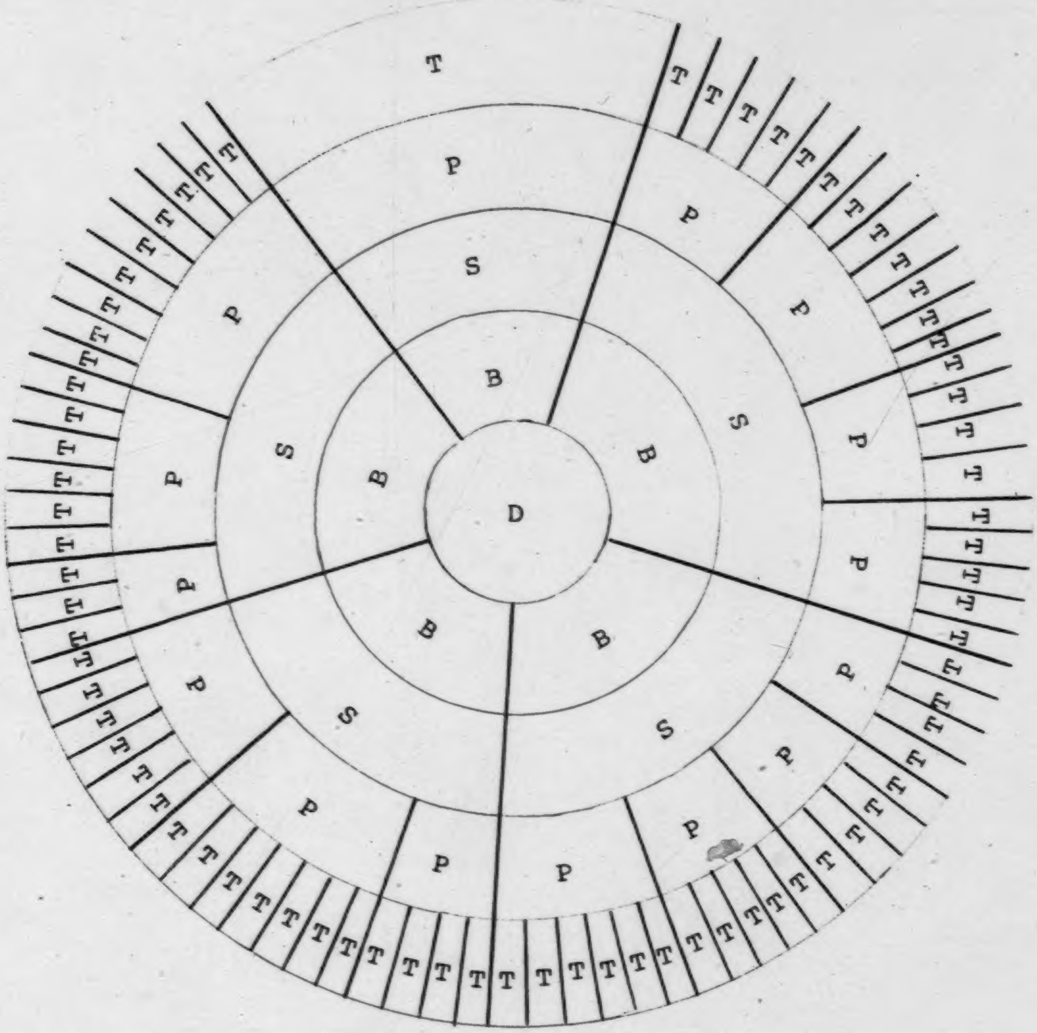
Provincial	1.	political:	legislature
	2.	managerial:	department—central or regional office
District	1.	political:	school board
	2.	managerial:	superintendent's office
School	1.	managerial:	principal
	2.	operational:	teachers

Because of the difficulty associated with making distinctions between the two categories at the provincial level, they were combined for the purpose of this study into a single category labelled Education Department.

In this way five levels of decision makers were identified for educational organizations in western Canada. These were the provincial department of education, the school board, the superintendent's office, the school principal, and the teachers. Figure 1.1 illustrates these various levels of decision makers.

Other Factors

Many other participants become involved in decision making. Teachers' associations, trustees' associations,



Concentric circles represent various organizational levels.

D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 1.1 The Decision Domain

parents' groups, students and others from time to time play a part and affect decisions. However, as they do not carry legal authority or responsibility for the decisions, they can not be said to control such decisions in the sense in which control was used in this study. Their roles were seen, therefore, as those of pressure groups which could hope to influence the decision without themselves being formally involved in the line of legal responsibility for implementing the decisions. Consequently, although attention was given to the forces exerted by various pressure groups, the study was delimited to a consideration of the degree of control exerted by participants who were part of the formal authority structure.

Forces operating inside and outside of an educational system tend to affect the degree of control over decision making exerted by persons in various areas of the decision domain. These forces could arise from political, social and economic factors, or could be associated with pressure exerted by significant interest groups. Control over educational decisions could also be affected by policies formed by groups in the line of legal authority and by administrative patterns adopted within the system.

PURPOSES OF THE STUDY

As previously stated, the major purpose of this study was to assess the current patterns of control as they were perceived by administrators in key positions in educational organizations in school districts in western Canada. A further purpose was to describe and analyze the changes in control over educational decisions which have taken place in recent years, or which may take place in the near future. A final purpose was to look at factors which might influence changes in patterns of control.

An examination was made of decision making affecting school districts in the four western provinces of Canada. Five organizational levels were identified:

(a) Education Department;
(b) School Board;
(c) Superintendent's Office;
(d) School Principal; and
(e) Teacher(s).

Some working definitions were adopted.

Control over educational decisions. For the purposes of this study individuals or groups were said to exert control over an educational decision when they had authority to influence the decision process and used their authority to affect the actual decision made.

Degree of control. The degree of control was said to range from high to low. An organizational level was said to have a high degree of control over decisions when the decision maker was given very little discretion with respect to meeting requirements imposed by that level. When the degree of control was low the decision maker had more discretion. Several levels could simultaneously exert high degrees of control over decisions.

Decentralization/Centralization. An educational organization was said to become more decentralized when control over educational decisions moved in the direction Province→District→School→Classroom, or in the direction Policy Maker→Administrator→Practitioner. It was said to become more centralized when control over decision making moved in the opposite direction.

A survey was taken of the degree of control exerted by each organizational level over some specific decision situations as reported by superintendents or directors of education. The chief education officer in a school district is usually known as the superintendent or superintendent of schools except in Saskatchewan where the title, director of education, is used to designate locally employed officers at this level. Throughout this thesis the term superintendent is used to include all such officers.

Attention was first directed to assessing the degree of control as it was perceived in 1980. These perceptions were compared with recollections of the situation in 1975 and predictions for 1985. An examination was also made of the nature of the forces which might influence, or have influenced, changes over this period of time. Finally, the focus was on factors, both internal and external to the organization, which might influence such changes.

Specifically, information was sought relating to the following questions:

1. What is the degree of control exerted by each of the five organizational levels over educational decisions as perceived by educational administrators?

2. To what extent do differences exist among provinces with respect to control over educational decisions?

3. To what extent do differences exist among school jurisdictions with respect to control over educational decisions?

4. What changes in control do educational administrators perceive as having occurred over educational decisions during the past five years?

5. What changes do educational administrators predict will occur in the next five years?

6. To what extent do differences exist among provinces with respect to perceived changes in control over educational decisions?

7. To what extent do differences exist among school jurisdictions with respect to perceived changes in control over educational decisions?

8. What factors influence or have influenced changes in the locus of decision making in educational organizations?

9. To what extent do differences exist among provinces with respect to influence from the various factors?

10. To what extent do differences exist among school jurisdictions with respect to influence from the various factors?

A RATIONALE FOR THE STUDY

The main focus of the study was on the control being exerted upon decision makers by other decision makers within the organization. A secondary focus was on general levels of influence from other factors. Consequently, some attention is directed towards discriminating between these two concepts.

When individuals acting singly or as members of a group are faced with need to make a decision they bring to that decision situation their own knowledge, aptitudes and attitudes. These will have been developed as a result of genetic tendency and life experiences, both public and private. The individuals are seldom free, however, to decide solely on the basis of their own inclinations but generally feel bound to take into consideration the circumstances of the decision and the wishes of others. While this is so, these circumstances or wishes can be said to influence the making of the decision. Although acting as an individual to make the decision, the person will be conscious of pressures from other agents or agencies.

A basic assumption that has been made in undertaking this study is that influence is of two kinds. On the one hand influence may come from persons outside of an organization who may exert moral or ethical pressure on the decision makers within the organization. Such pressures may arise from group identity, social norms, traditional practice, or practical expediency. On the other hand, influence may come from persons within the organization who are in lines of authority or responsibility with the decision maker. Such people in addition to exerting moral or ethical pressure may apply direct pressure which will affect the actual implementation of the decision. Without their compliance the decision may not become operative. Unless they have the necessary competence the decision may be ineffective. When such people act to influence the making of decisions they are said to be exerting control over the decision. The degree of control that can be exerted will be dependent on access to information and skill as well as on the ability to help or hinder implementation. Figure 1.2 illustrates control and influence being exerted on decision makers within an organization.

Two examples may serve to illustrate this point. First, within its board room a school board may make a decision relating to the allocation of funds to a particular school. Second, within the walls of his classroom a teacher may make a decision about what he will teach a particular class. However, both of these decisions may be controlled to some extent by others not making the actual decision at the time.

In the first case, the board members may be influenced by custom or practice or by standards discussed with other members of the trustees' association. However, practical pressure, and therefore control, may be exerted from the provincial government which will or will not support the level of funding required. Control may also come from employees in the superintendent's office who give or withhold advice which is crucial to the practical operation of the school system. Control could come from the school principal who, in addition to supplying a valuable source of expertise, might frustrate the operation of the school if the level of funding does not fall

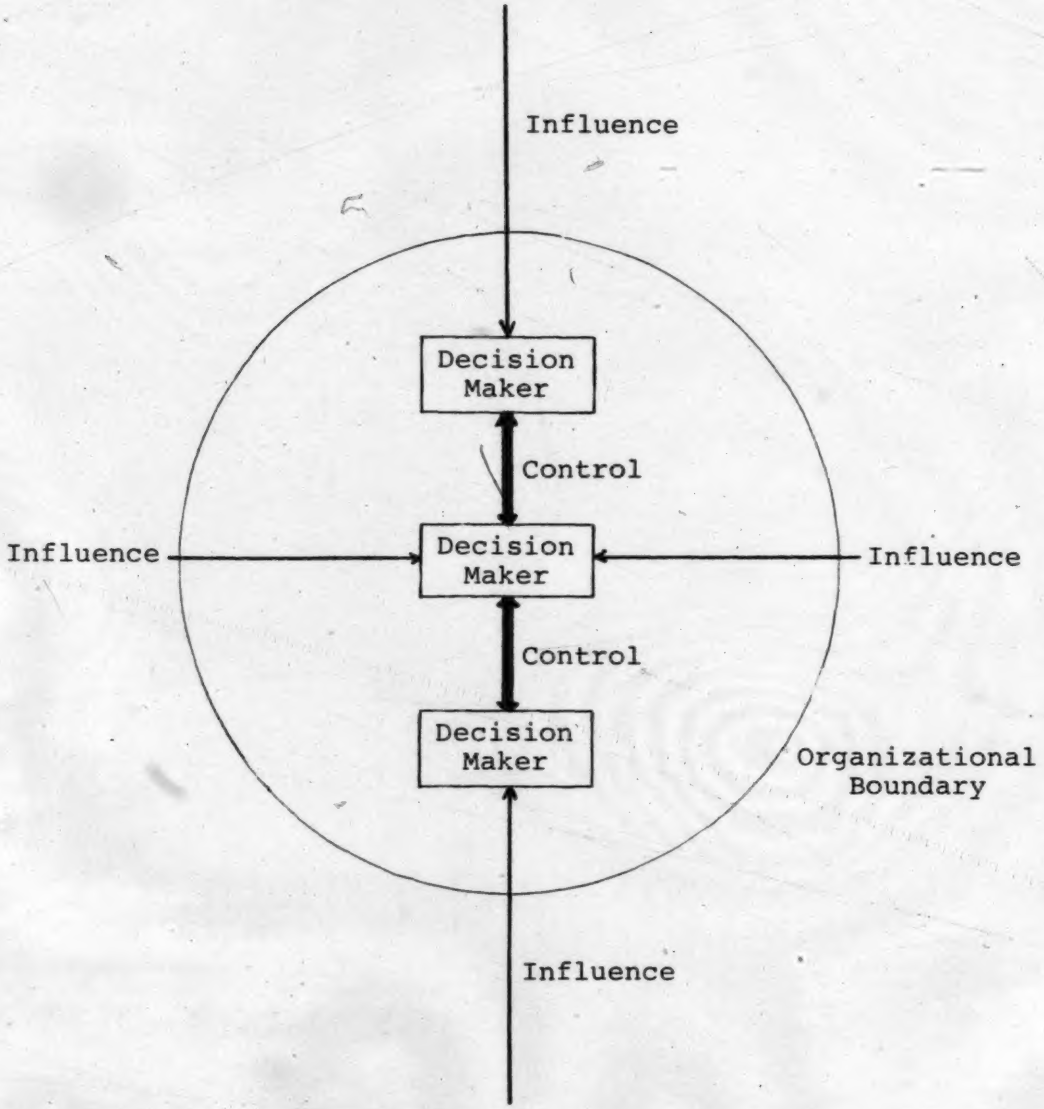

Influence
Decision Maker
Control
Influence
Decision Maker
Influence
Control
Decision Maker
Organizational Boundary
Influence

Figure 1.2 Decision makers within an organization experiencing control from other internal decision makers and influence from other internal and external sources

within reasonable bounds of tolerance. Finally, control may come from the teachers within the school who, if disaffected, could impede the educational process or actually close down all activity by withdrawing their services.

Each of the groups or individuals mentioned may be themselves influenced by pressures from others but the actual control is exerted through persons in the line of operation who can frustrate the decision by preventing its implementation, rendering it ineffectual, or restricting the supply of necessary resources. The teachers, for example, may be strongly influenced by peer group pressures or by directions from their association, but the control is exerted ultimately through their willingness and ability to act as individuals in particular circumstances.

In the second case of the teacher within his classroom, the decision he makes will be conditioned to a large extent by the professional background he has acquired in terms of knowledge, skills and attitudes. Social norms, role expectations and his own moral or ethical values will also contribute to the process. Control will be exerted from the province in the form of rules, regulations or prescribed curricula. Control from the board will be felt in the form of required practices and procedures and by the quantity of resources supplied. Control by the principal and superintendent arises from their professional expertise and from their authority to allocate or withhold rewards for individual performance.

In each of these cases, although a decision may be said to be taken at a particular point, it will be affected by the balance achieved among the degrees of control arising from other parts of the organization.

The degree of control will not be constant for a particular organizational level for all decisions. The control will vary with the interest in the decision, its relevance to other aspects of the operation of the organization, and the information available about it at the time. For example, a school board might exercise a high degree of control over some decisions while over others the degree of control may be lower. This will be the case for all organizational levels.

Variations in the degree of control exerted by a particular organizational level will also occur over time. Such variations will be caused by shifts in interest and changes in the relative importance of decisions to the decision makers. They may also be influenced by many diverse factors. Changes in economic, social, and political climate will tend to cause changes in the degree of control exerted by different organizational levels as will policies made by other groups within the organization. In the examples cited above policies could be introduced by the school board or provincial education department to limit or enhance the degrees of control exerted by other groups in different levels of the organization. Similarly pressure from interest groups such as teachers' associations or trustees' associations could induce changes in the degrees of control as could the aspirations of the workers within the organization. Legal constraints, lines of accountability, current fashions in administrative practice, and personal disposition or philosophy may also change over time and cause changes in the degrees of control exerted by the different organizational levels.

One of the aims of this study was to look at some specific decision situations which arise in educational organizations and to assess the degree of control exerted over these decisions by each of five organizational levels. Each level was viewed as having a possible degree of control ranging from negligible to high. The intention was to seek perceptions of the degree of control being exerted by each. A second aim was to gauge the extent to which variation occurred among provinces and among districts.

The literature contains many exhortations for organizational structure to be varied to increase the involvement of personnel in the making of decisions. The motivation is both to make use of particular expertise and knowledge and to increase acceptance of decisions once they have been made. In particular, teachers are identified as a body of individuals seeking more control over educational decisions. Writing of the 1980 teachers' strike in Calgary, Kratzmann, Byrne and Worth (1980:32) claimed that teachers expected that they had the right to be involved in decisions such as those where judgements were being made about the mix of ingredients which went into the instructional recipe. They also wanted to be the major determiners of what constituted, for any given student, the "primacy of instruction." Increasing professional competence and qualifications were given as rationales for such expectations:

> Possessing more educational background than most of their predecessors they [the teachers] exert a professional authority that is built upon specialized competence and the right of the individual to exercise judgement within this sphere of competence. (Kratzmann, Byrne and Worth, 1980:32)

If teachers have increased their influence over educational decisions in recent years some variation may be expected in the balance among the degrees of control exerted by the various organizational levels. A third aim of the study was, therefore, to assess whether such changes were perceived to have occurred or were predicted to occur in the near future.

SIGNIFICANCE OF THE STUDY

As stated above, decentralization of decision making occupied the central stage in thinking about organizational planning at various times throughout the 1970s. Many writers saw it as a sound administrative strategy to improve commitment of workers or to increase employee job satisfaction. Others saw it as improving the quality of decisions by utilizing the expertise of a wider range of personnel. Decentralization has been defined for the purpose of this study to be associated with shifts in the locus of control over educational decisions towards lower organizational levels.

In education, calls for increased participation in decision making have been heard from teachers' associations and from local community groups. Toffler (1970:242) claimed that the New York teacher strike was called "precisely over the issue of decentralization."

Several studies have been completed which examine the preference of teachers for participation in decision making. This study was not undertaken to repeat the comparison of preferred and actual participation levels. An attempt was made to determine the degree of control over educational decisions exerted by certain groups or individuals; to discover whether or not administrators perceived that change had taken place over the last five years; and to ascertain if they predicted that change may take place in the next five years. Changes in locus of decision making were analyzed against a background of factors favoring change and factors favoring stability.

LIMITATIONS AND DELIMITATIONS

The study was restricted to the degree of control over educational decisions by persons who were in a direct line of legal responsibility. For this reason, the involvement of pressure groups such as the teachers' associations or the trustees' associations in the making of formal decisions was not examined except to the extent that they exerted a force for the involvement of a group or individual who had direct legal responsibility for making a decision or translating a decision into action. Similarly, student and parent groups were not included in the study.

Questionnaire distribution was restricted to superintendents because these people occupied key positions in the system. They were in a position to be aware of change in locus of control and to influence its direction.

A limitation arises from dependence on the reported perceptions of the respondents. In a study such as this the researcher is forced to rely on the interpretation of reality by others. Errors in interpretation can arise both in the perceptions themselves and in the reporting of those perceptions to the researcher. Reliability can be increased by using experienced observers who are familiar with the situations being examined and with the terminology used in the study.

Several studies have attempted to assess actual involvement against preference for involvement. This study was restricted to asking if change was perceived to have taken place and/or was likely in the near future.

Finally, the study was restricted to decision making affecting school districts in the four western provinces of Canada. These were chosen partly because the population of the superintendents appeared to be of a suitable size for such a survey, but also because of an interest in determining whether school systems starting from similar origins would differ substantially in establishing patterns of decision making.

ORGANIZATION OF THE THESIS

Chapter 2 of the thesis contains a survey of the literature related to the problem. Decision making and decentralization are discussed in organizations in general and in educational organizations in particular. The discussion covers both theoretical writing and reported research.

Chapter 3 contains a description of the instruments and procedures used in the investigation, while Chapters 4, 5 and 6 are devoted to reporting the analysis of the data. In Chapter 4 the analysis focuses on the patterns of control over decision making as perceived in Spring 1980. In Chapter 5 attention is on variation from this pattern as recollected for 1975 or predicted for 1985. Chapter 6 is used to look at factors which might influence change in control over decision making.

Chapter 7 contains a discussion of the results of the data analysis. Some speculation is undertaken on the relationships among the findings. A summary of the study is presented as the final chapter.

Chapter 2

REVIEW OF RELATED LITERATURE

The problem being investigated in this study is associated with control over decision making in educational organizations, changes in the degree of control exerted by various organizational levels, and factors which might influence such changes. At this stage of the report a review is presented of literature relating to the search for solutions to such issues.

A section of the literature on organizational theory favors models of decentralized operation and participative decision making which shift control over decisions towards the lower organizational levels. These topics are therefore dealt with at some length in the first section of the discussion which follows. The nature of decision making is also considered in the process.

Educational organizations have many special characteristics arising from their work at the interface between existing society and the emerging generation. They are affected by the universality of their market and the professional aspirations of their work force. Some attention is paid in the second section of the discussion to special characteristics which have been identified by writers in the field of educational organization on the assumption that such characteristics will affect the decision making patterns of the organizations.

Other researchers have investigated decision patterns within educational organizations from differing points of view. Their work is reviewed in the third part of the discussion in order to set this study in an appropriate perspective.

Any shift to decentralize educational decision making along the lines recommended by some of the writers would shift control over such decisions in the direction of the schools and towards the teaching force in particular. Consequently, in the fourth part of the discussion attention is focused on literature associated with moves to increase teachers' control over educational decision making.

An expectation for education is that it be a force to secularize and acculturate youth so that youth can play an appropriate role in society. An implication from this is that society as a whole will be interested in educational decision making and that constraints will be placed on changes in control over educational decision making. Accordingly, in the fifth section a short discussion is included of material which deals with community control over educational decision making.

In the sixth section of this chapter attention is directed to identifying issues which have been said to affect educational decision making in Canada in particular. The final section contains a summary of the ideas developed throughout the chapter.

THE NATURE OF DECENTRALIZATION

The purposive nature of organizations dictates that a function of administrators is to direct efforts towards achieving organizational goals or what Etzioni (1964:6) called the "desired state of affairs that organizations attempt to realize." However, difficulties often arise as administrators implement structures and practices to fulfill the requirements of this role function. A large body of literature has been addressed to the task of overcoming this problem. Since the time of Taylor (1903) theorists in the area of management or administration have sought formulations which, when properly applied, would provide a cure for organizational ills. For example, Taylor (1903:83) had a view of control which was highly centralized:

> It is only through enforced standardization of methods, enforced adoption of the best implements and working conditions, and enforced co-operation that this factor [efficiency] can be assured. And the duty of enforcing the adoption of standards and of enforcing this co-operation rests with the management alone.

Social climates change. Taylor's "scientific management" did not prove to be universally applicable and other formulations emerged. These have included models which favored human relations, models based on principles of maximizing effective use of human resources, and contingency models which attempted to match environmental circumstances, specific task and the nature of the work force.

One organizational style which according to Litterer (1965:379) attracted much attention was the adjusting of patterns of centralization and decentralization within an organization. Albers (1969:186) called decentralization "the golden calf of management philosophy" which was expected to increase democracy, reduce authoritarianism and free the spirit of the workers. Perrow (1972:172) listed arguments advanced by Bennis (1966) that organizations, in order to survive must become decentralized, practice participative management and be adaptive and responsive to their members.

Decentralization has many forms. An organization can be decentralized on a geographic basis, where the intent is to provide separate services or facilities over a wide area, each operating with some measure of autonomy. It can be decentralized on a functional basis, where the organization is divided into separate units, each with distinct functions. Finally, decentralization can distribute decision making throughout the organization. Attention will centre mainly on the third form of decentralization in the next part of this discussion. An attempt will be made to examine the relationship between decentralization of decision making and the distribution of authority and control.

Decentralization as Distribution of Authority

Decentralization was described by Litterer (1965: 312) as giving discretion and autonomy to subordinates. He claimed that an organization was centralized if the decisions were made by one individual or by a small group, usually at the top of the hierarchy of authority. Other structures would be decentralized to some degree whenever authority to make decisions was thrust down through the organization to lower level managers or even to the workers themselves.

Meyer (1971) spoke of decentralization arising from growth in organizations. Growth caused proliferation of hierarchical levels which separated the head of the organization from the non-supervisory employees. To maintain efficiency in such circumstances, much decision making authority was removed from top management and given to middle management. A distinction was made by Meyer between hierarchical and functional differentiation. The first implied an increase in the number of supervisory levels in association with decentralization of authority to make decisions. The second implied a proliferation of subunits associated with centralization of decision authority.

According to Mintzberg (1979:181) centralization and decentralization involved the distribution of power to make decisions through the organization. He maintained that an organization was centralized when all the decision making was concentrated at a single point and decentralized to some extent otherwise. Physical dispersion of services, he contended, should not be called decentralization unless it was accompanied by the power to make decisions. He suggested that, although centralization was the tightest means of coordination, not all decisions could be understood at one centre. Consequently, the power to decide should reside at the point where the information was available, provided the people at that point had the capacity to make the decision. Decentralization would thus enable the organization to respond to local conditions.

Apart from physical decentralization, Mintzberg (1979:185) spoke of four other ways in which organizations could be decentralized. Vertical decentralization was the dispersal of formal power down the chain of line authority by the process of delegation. Horizontal decentralization extended the decision process to involve non-managers, such as specialists, consultants and analysts. Selective decentralization placed power in different places for different decisions. Finally, parallel decentralization placed the power in the same place for many different decisions.

The degree of centralization was related by Hall (1977:193) to the distribution of power through an organization which was determined in advance by the organization. Of the various aspects of centralization, he stated (1977:182) that the most obvious one was the authority to make decisions which could be ". . . very specifically spelled out in terms of who has the right to make what decisions and when." Hall spoke of the use of rules to maintain control over decision making and of decisions being "programmed" by organizational policies. Reference had also been made by Simon and March (1958) to programming of decisions by fully specifying processes in advance.

Hall contended that as organizations grew in size, control through rules tended to occur. The decision making was thus decentralized to some degree, but the organization retained control. Hall also spoke of the hiring of experts or professionals who operated through a series of what Perrow (1972:27) called "built in" rules. Hall (1977: 193) observed that the "degree of centralization of organizations is also an indication of what the organization assumes about its members." A highly centralized organization implied an assumption of the need for a tight authority system to manage the members. Its absence suggested that the members could govern themselves. In Hall's opinion (1977:193) ". . . the most severe power struggles in organizations can involve the issue of decentralization."

A view of decentralization as hierarchical differentiation which produced a proliferation of supervisory levels each with authority to make decisions of various types, was presented by Meyer (1971). Luthans (1973:137) also discussed diffusion through the organization of decision making authority as one of his three forms of decentralization. His other two forms were geographic and functional but to him, decentralization of decision making prerogative or command "was the only analytic use of the concept." He claimed that it was not possible to determine whether or not an organization was decentralized or centralized merely by looking at its organization chart: "The determining factor is how much of the decision making is retained at the top and how much is delegated to the lower levels."

The use of the term "delegated" is significant. It implies a temporary conferral of authority with the retention of the right to withdraw authority if unsuitable decisions are made. This is one of the complicating factors in studying the concept of decentralization. Often senior management can delegate authority to make decisions to employees at various levels in an organization, yet much of the responsibility for the consequences of the decisions remains with the central core of the organization. For example, legal damages arising out of actions by a principal or a teacher are often claimed against the employing authority which is held jointly responsible for the decisions of those whom it authorizes to act on its behalf. Because the total responsibility for the decision is not transferred with the authority to make the decision, the transfer of authority is conditional rather than absolute. The subordinate retains authority to make decisions whilst they fall within tolerance boundaries set by the organization. Some of the control over the decision process is retained by superordinates in the organization.

Trustee Forbes (1980) of the Edmonton Public School Board spoke of the board's "positive attitude towards decentralization of decision making" being exemplified by the shift to school-based budgeting. She contended that to do otherwise than confer decision making authority on principals was to underutilize the well trained administrators which the board had hired. However, the teachers were not being given "carte blanche." She believed that the schools had to be held responsible for the results of their decisions and to be accountable to the board for the achievements of the students.

This provides an example of conditional conferral of authority by an organization which was attempting to achieve its overall goals by distributing the authority to make decisions among its trained personnel. The expectation was that the staff would make appropriate decisions because of the congruence of goals or attitudes acquired through extensive preparation. It did not necessarily mean a loss of control which was maintained through guidelines and rules, and by holding organizational members accountable for the results of decisions. In fact, Strembitsky (1980) stated that at the same time that decision making was being decentralized through the Edmonton Public School District, the communication network was being highly centralized to enable more effective monitoring of operations.

Improving communication networks has other functions besides control. It also helps to overcome the situation described by Litterer (1969) where, as decentralization increased, subsystems increasingly acted without the benefit of information existing elsewhere in the organization.

The Nature of Decision Making

In speaking of decentralization as the diffusion through the organization of control over decision making, one must be aware that decision making is seldom a one-step process in a complex organization. Several stages are often involved in the making of a decision. These include recognition of the problem, search for relevant information, consideration of possible options together with their consequences, choice of action to be taken and implementation of the decision with subsequent feed back on results.

Each of these stages can be considered as a process in itself and decentralization may mean passing control to employees at lower levels in any one of them or in all of them. For example, employees may be empowered to suggest solutions to a problem, but the final choice could remain with the management; or an employee may be authorized to choose a course of action from a set of narrowly defined options. Each of these processes involves personnel in the decision making process to some extent, and, as such, could be described as decentralization. However, both fall short of the concept that many people have of decentralized decision making, where individuals act in autonomous fashion—defining problems, then seeking and choosing among available strategies without experiencing control from other individuals or superordinates.

The classification of five different decision styles which recognized the various stages was described by Yetton (1972:13). These varied from a manager making the choice alone, through using employees to gather data or make suggestions individually or in a group, to attempting to reach agreement or consensus. The main factors he thought necessary to consider before adopting a particular style were the importance of the decision, the location of the necessary information, and the likelihood of acceptance of the decision.

Radford (1977) discussed the interaction between decision making participants, when many of them had different preferences for solution. Their degree of influence over the decision reflected their relative power positions within the jurisdiction of control. This tended to affect the type of decision made. He expressed a further point, that complex problems rarely occurred in isolation and that in seeking solutions for one, cognizance should be taken of the manner in which it conflicted with or complemented decisions to be made in relation to other problems. He maintained (1977:16) that a usual strategy was to simplify the problem to find a "satisficing" solution (March and Simon, 1958). The next steps were to attempt to reduce uncertainty and proceed by incremental stages, emphasizing communications and participation.

Radford also maintained that participation was token only, unless the participants could really influence the decision. However, he warned of the various characteristics of participants which could affect the final decision. These included their levels of commitment, their information sets, their value sets, their degrees of influence, their interrelationships, their biases, their perceptions and their levels of understanding. The situation was further complicated by stress and group reaction or "group think" as it has been labelled by Janis (1972).

Administrative Gains from Widening Participation in Decision Making

As mentioned previously, decentralization occurs when control over decision making shifts to a point further from the centre of the organization. This means that individuals participate in the decision process who would be excluded if a more centralized style of operation were adopted. Some attention will be paid, therefore, to the writings of advocates of participative patterns of control over decision making.

Many authors have seen advantages arising from widening the participation in decision making within organizations. Coch and French (1948) maintained that group decision making, which is a form of decentralization, was positively related to productivity. Litterer (1965) outlined benefits from decentralized decision making which included more meaningful social climate in the organization, more prompt and knowledgeable attention to problems and greater flexibility and adaptability for the organization. A continuum of four management styles was depicted by Likert (1966). The styles were exploitive, benevolent, consultative or participative, each having application in particular situations, but he was convinced that major advantages were attached to the participative style.

Gains were seen by Lawler and Hackman (1969) arising from employees' "psychological ownership" of decisions in which they had participated. Argyris (1972) also maintained that a decentralized participative organization was most conducive to effectiveness. His argument was that decentralization which allowed participation in decision making would increase satisfaction, security and self-control which could lead to heightened commitments and increased efforts.

The degree of centralization and decentralization was seen by Miner (1973) as being contingent upon the type of organization. He believed that some centralization was desirable in all organizations, particularly of decisions associated with strategic planning. However, he contended that decentralized and participative decision making was appropriate where the work was non-routine, the product was varied, the market was complex, the job was skilled and the personnel were professional.

Simon (1977:48) recognized the pleasure that professionals achieved from using a well-stocked set of skills to solve problems that were comprehensible in structure, even if unfamiliar in detail. He warned that excessive freedom may not be good if every different decision was a new intellectual task. He spoke of the welcome refuge of routine and the tendency to delimit problems as a first step to seeking solutions. Simon argued that although professionals wanted challenging decision making tasks they preferred to work in areas where they felt competent.

Interest was also shown by Simon (1977:99) in control within decentralized organizations. He saw demands for freedom from control often changing into demands for freedom to control. He maintained (1977:102) that human beings performed best in environments that provided some elements of structure, including the structure that derived from involvement with authority relations. Yet, he argued, decentralization and participation made the profit motive meaningful to a large group. He drew attention to the value laden nature of the terms decentralization and centralization, the first evoking visions of democracy, self-determination and self-actualization; the latter, associations with bureaucracy and authoritarianism. Simon (1977:115) also addressed the problem of coordination, concluding that organizations should search for the "golden mean between centralization and decentralization." The sophistication of the communication system was seen by Simon as influencing the extent of decentralization. He maintained that extensive use of computers and telecommunication linkages provided tighter coordination mechanisms while appearing to distribute decision making.

Jackson and Morgan (1978:92) saw coordination and structure as prerequisites for decentralization: "Once an organization has structured activities through specialization, work procedures and documentation, it can allow decisions to be made at lower levels."

The problem of control in decentralized educational organizations was also addressed by Reñon (1977:84) who maintained that: ". . . [the] decentralized organization functions in a very different way and requires a very distinct type of management and control." He saw the work in such an organization being less tiresome but maintained that the administration had to face up to the fact that less real control existed.

Increased participation in decision making to raise the level of responsibility felt by the participants was advocated by Davis (1977) who asserted that this would lead to more cooperation and good will. However, he warned that there were prerequisites. Participation took time and costs could sometimes outweigh the gains. In addition, the subject of the participation had to be relevant to the workers' domain. Nevertheless, Davis saw advantages being achieved providing the participants had sufficient knowledge and ability to contribute meaningfully, especially when participation took place in a non-threatening atmosphere within well defined policy limits. Child (1977) saw large organizations producing communication problems and a sense of remoteness between workers and management. This led to disaffection among the workers and lack of productivity. As a result, he expressed a need to modify bureaucratic structures and to break them down into smaller units which would allow for participation and would increase efficiency.

Participative management of this type is often associated with the "organic" organizational structure of Burns and Stalker (1972) in which the ad hoc centre of control is established at the point of special knowledge for the particular task. It is also associated with the Theory Y manager of McGregor (1960) who encouraged participation in decisions to increase commitment, leading to self-direction and self-control.

When considering participative decision making in their study of welfare agencies in the Mid-West of the U.S.A., Hage and Aiken (1972) distinguished between decentralization which allowed participation in agency-wide decisions such as control of resources and that which applied to decisions about the performance of a specific job. They saw the first type of decentralization leading to more organizational change.

The locus of decision making in an organization was described by Kochen and Deutsch (1977) as an index of centralization. They claimed that the principal benefit from decentralization was motivation through participation. In their opinion, decision making authority should be delegated down to the lowest level to increase participation.

In 1979 Mintzberg observed that dual propositions could be advanced in favor of participation. The first was that participation increased productivity. This was, in his opinion, a testable hypothesis. The second was that participation was worthwhile in itself. He added further that this was a value-laden hypothesis which was nontestable. Mintzberg also claimed that widespread participation, while it strengthened the hand of top management, weakened middle managers. It often led to situations where workers instituted roles to delimit the powers of managers and produced a state which he described as "double bureaucratization." Nevertheless, he saw delegation of decision making as providing valuable training for future managers.

Employee alienation, according to Mitchell (1978) could be lessened by understanding, participation, flexibility, feedback and fairness. Reeser and Loper (1978) favored a decentralized system which delegated decision making to the level at which (a) the facts needed for the decision could be readily and accurately obtained, (b) individuals had the proven capacity to make sound decisions of the order required, (c) costs would occur if the decisions were delayed, and (d) the probability of costly mistakes was low.

Participation in decision making can increase goal identity in organizations. The overlapping of sets of objectives related to organizational needs and to individual needs was portrayed by Tonn (1978). She saw functional behavior arising from common objectives and a likelihood of dysfunctional behavior from objectives which lay outside this common set. She saw participation in decision making increasing the area of overlap and thus motivating functional behavior.

Each of the writers cited has seen advantages arising from management styles in organizations that allow for a form of participative decision making. The shifting of the decision locus away from a single point high in the authority hierarchy would fit with the meaning adopted in this discussion for the term decentralization. Shifting it back towards the single point would constitute centralization.

THE SPECIAL PROPERTIES OF EDUCATIONAL ORGANIZATIONS

Much of the discussion to this point has dealt with decision making in organizations in general. Before examining decision making in educational organizations in particular, some of the special characteristics of such organizations will be considered because such characteristics will inevitably affect the decision making structures.

Educational organizations lie in a class designated by Hasenfeld and English (1974) as "human service organizations." As such, they are highly dependent for their operation on the interaction of groups of people. Their raw material consists of people as does their output. Their technology operates through one group of people interacting with another. This has a far reaching effect on the organization as a whole. For example, Kelsey (1974:2) described how the technology and structure of a school were dictated by assumptions made about the nature of the raw material (students) which it drew from its environment. This viewpoint has been advanced by Bidwell (1965: 990) who maintained that: ". . . school structure and modes of operation must be adapted to meet the exigencies which the student society creates."

The label "loosely coupled systems" was attached to educational organizations by Weick (1976). To him, they had soft structures and were flexible in shape, scope and operation. The loose coupling meant that the bonding was dissolvable. Although the elements were interconnected, they were weakly or infrequently joined, often with minimal interdependence. Weick maintained that occasionally, individual elements could persist, regardless of their relevance to others, but that a sensitive information network existed which allowed for local adaption, many mutations and novel solutions. However, self-determination can be increased in such situations and coordination lessened which means that breakdowns are isolated and difficult to detect and repair.

Educational organizations were called "organized anarchies" by Cohen, March and Olsen (1972). They used this terminology to highlight their argument that in such systems preference was problematic, the technology was unclear and the participation was fluid. Their claim was that these conditions existed in all organizations some of the time but in educational organizations most of the time. Nevertheless, the overall aim of educational organizations is the systematic gaining of knowledge and skills. This general purpose provides the cohesiveness that binds the system together.

A further factor to be considered when dealing with educational institutions is that they are operated by people who aspire to be considered as professionals, claiming privilege as a reward for specialized training and knowledge. Professionals exert what Corwin (1965:4) portrayed as a "drive for status" which was associated with freedom from outside control. He discussed the place of experts in a democracy, suggesting that the growth of specialized knowledge could supercede the right of the citizen to decide. Hall (1977:166) spoke of the need for organizations to create situations where:

> . . . the professional is able to carry out his work with a minimum amount of interference from the organization, while the organization is able to integrate the work of the professionals for its own benefit.

He described studies which had shown that for professionals, the likelihood of alienation increased as formalization increased and also discussed his own work which indicated that bureaucratization was inversely related to professionalism.

The implications are that organizational employees who aspire to professional status will have expectations of self-direction. They will seek authority to make decisions or to be involved in the making of decisions which affect them. In addition, the motive for the organization in hiring such personnel is that they will have special skills and will be able to make appropriate decisions with minimal direction. Difficulties arise from time to time when the goals of employers and employees diverge.

Bardellini (1977) outlined three basic conditions for a school district which wanted a strong sense of professional and personal commitment from all employees, a high degree of job satisfaction and productivity, and a cooperative and non-adversary relationship among students, teachers, administrators, classified personnel and board members. These conditions were a positive board of education, opportunities for major decision involvement and opportunities to participate in decisions that affected the job day to day.

In suggesting that day by day decisions in schools were being made within a framework laid down elsewhere, Briault (1976:29) referred to a triangle of tension among the central government, the local government and the individual school. The view was advanced that educational services should be responsive to local circumstances and needs. This was most likely to be achieved when those directly involved in the provision of services had the opportunity to respond directly to perceived needs without undue control from outside the educational institution.

A warning was sounded by Bumbarger (1974:63) against decentralizing to an extent where decision making was placed in the hands of people with a limited view. He saw the specificity of purpose in a school system increasing as one moved from the province to the district to the school to the classroom. What he favored was not continually increasing involvement, but designing a system of optimal involvement.

A different point of view was advanced by Miklos (1974:4) who claimed that shifts between decentralization and centralization were often cyclic, being more in the nature of desperation moves or random occurrences, than rational responses to perceived needs. He spoke of an ideology favoring participation and said that this could be rationalized by increases in the level of competence of teachers and the general community. He spoke, however, of the reluctance of some teachers to make full use of the participatory opportunities available to them. He saw two reasons for this. One was the belief that it was often easier to go along with the set pattern than to fight for change; the other was the desire to preserve the capacity to delegate blame upwards.

For Canada, the British North America Act of 1867 placed responsibility for the provision of education in the hands of the provinces. The legal structures for accountability and responsibility tend to constrain the extent to which variety in decision patterns can be implemented. As pointed out by Bargen (1977:1): "In the world of relationships there is no such thing as pure autonomy." He contended (1977:6-7) that, although provincial governments had established school boards to exercise local control over education, boards could legally exercise powers only where authority could be found in provincial statutes.

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The role played by the school superintendent has a major impact on the operation of school systems in North America. Dye (1978:143) believed that, although in theory the superintendent only implemented the policies of the Board, he had in practice assumed much of the policy making function. As a result, he was in a position to influence the decision making pattern in the organization.

Overlapping zones of responsibility for administrators and teachers were also perceived by Hanson (1976).

He mentioned constraints on teacher autonomy arising from provincial legislation, district regulation, parental expectation, professional standards, availability of resources and leadership style of principals. Corwin (1974:254) listed constraints on school administrators:

> . . . power of administrators in schools is limited by checks and balances such as offices that control budget, space allocation, hiring of personnel, admissions etc.; professional associations, accrediting agencies, federal planning offices; officers at city and state government levels; power of departments. . . .

Although some of the properties outlined by the above authors are present in several classes of organizations, their combination gives a special character to educational organizations. This combination affects, to a large extent, the pattern of control over decision making which is either desirable or possible for educational systems.

RESEARCH RELATED TO DECISION MAKING IN SCHOOLS AND SCHOOL SYSTEMS

A study of decision making was undertaken by Sharma (1955) in twenty school systems spread across eighteen states of the United States. His objective was to discover teachers' perceptions of who did and who should make decisions relating to thirty-five different activities. The groups to be discriminated among were the board of education, the superintendent, the principal, the individual teacher, the teacher in a group, a citizens' committee and the students. He found that teachers wanted more professional responsibility for matters related to instruction and more autonomy for the individual school with the community limited to participation in non-professional matters.

Perceived and preferred levels of participation for teachers were also researched by Corriveau (1969) in Quebec. He found significant differences between the responses of principals and teachers. Teachers appeared to want to be involved in decision making and preferred more participation than principals thought they should have.

Taking a similar approach in a survey of teachers in Saskatchewan, McBeath (1969) sought indications of their perceptions and preferences as to where decisions were made about educational programs which included curriculum, goals and objectives, instruction and evaluation. He offered a choice of possible levels: classroom, school, school system, provincial, national, and don't know. He found a gradation through the levels with the largest number of decisions (31 percent) being made at the provincial level and the least number (19 percent) being made at the school level.

Observed and desired levels of participation in decision making were also investigated by Simpkins (1968) among a selected group of Alberta teachers. His study considered four areas of activity: curriculum planning and adaption, classroom management, arrangement of instructional program, and general school organization. The study showed that the teachers played the main role in classroom management with a higher authority figure dominating extra-classroom management. The teachers, however, indicated a desire for more participation and wanted a higher level of professional responsibility with their discretionary power extending to decisions outside of their own rooms as well as inside. Clarke (1970) completed a study which indicated that teachers wanted to participate in decision making but did not seek total control.

Further evidence of this nature emerged when decision making as a central theme in teachers' needs was observed by Belasco and Alutto (1972). They identified three states existing among teachers with respect to their participation in decision making. These were deprivation, equilibrium, and saturation. Although they found that the lowest level of satisfaction occurred among the decision deprived teachers, they cautioned against increasing the participation level for all teachers. They thought that this could further disenchant the decision saturated teachers and cause those in an equilibrium state to feel saturated with decision responsibility. They recommended management approaches which allowed for differential participation in decision making.

Taking a different approach, Stone (1973) investigated the distribution of decision making authority between the central office and the school principal. He looked at areas of responsibility related to budget, community, personnel, curriculum and students. His study covered the perceptions of school principals and central office administrators in districts in California and showed that the majority of large districts were moving to decentralize decision making—some being far more advanced than others. The least movement was taking place in budget matters and the most in student matters.

In a study which related to making decisions about curriculum matters, Knoop and O'Reilly (1976) found that the majority of teachers were opposed to the concept of a single authority figure making decisions. They advocated the alternatives of matters being decided by a majority vote of teachers or by the principal after major input from the teachers. The guideline to be preserved was that individuals affected by decisions should participate in making those decisions.

Crockenberg and Clark (1979) discussed a teacher involvement project in San Jose designed to train classroom teachers to participate in decision making and to help building principals identify and resolve local school problems. They discovered that the decision making areas of particular concern to teachers were distinctly instructional rather than administrative.

In his investigation of the relevance of the Vroom-Yetton decision making model to school situations, Louden (1980) collected data in thirty-three Alberta schools. His data revealed that the decision making in those schools could be considered both successful and participative. Nevertheless, perception levels varied. "While most principals believed staff were satisfied with their present level of involvement in decision making, only about half of the teachers agreed" (Louden, 1980:iv). The majority disagreeing opted for more rather than less participation.

After reviewing organizational theory and research relevant to participation in decision making, Bartunek and Keys (1979) maintained that teachers wished to participate in making decisions about issues of importance to them but not in others. They claimed that enthusiasm for participation could depend upon perception of routine, belief about whether or not the participation would make a difference, the importance of the outcome and whether or not the participants had anything better to do.

Much of the research listed has looked at the difference between perceived and desired levels of control by teachers over decision making. In many cases, evidence has emerged of a desire for greater participation. However, some caution has been expressed that groups exist who consider themselves overloaded with decisions already. A further warning has been given that the perceived significance of the issue affects the desire for participation.

THE THRUST FOR GREATER TEACHER INVOLVEMENT AND ITS RATIONALE

In the previous section attention was focused on individual studies. In this section a more general view is taken in order to canvas the work of writers who have tried to place the thrust for greater teacher involvement in its historical setting.

Several writers have attempted to trace the growth of forces which would increase the control of teachers over educational decision making. They have described the formation of associations to act collectively on behalf of teachers in bargaining for an increased voice in determining working and learning conditions. Blum (1968) made a comparative study of teachers' organizations in eight countries. He noted that in their early stages they were concerned with purely professional areas such as control of entry, improved tenure, professional training, limitation of external pressure and improved educational content or practice. In time they became bodies which included higher salaries, better working conditions and greater worker participation in management among their implicit, if not explicit goals.

Increased teacher militancy was claimed by Stimnet, Kleinman, and Ware (1967:7) to be associated with the desire of teachers to participate in educational decision making. This growing militancy of teachers was also considered by Rosenthal (1969) who stressed the needs felt by teachers for united action and organization to ensure a role in decision making related to educational matters. Zitron (1964) described the growth of teachers' unions in the U.S.A. and the increased use of direct action by teachers to gain influence over the making of educational decisions in that country. The claim was made by Toffler (1972:242) that the major New York teacher strike of 1969-70 had been called "precisely over the issue of decentralization." Similar trends have been traced by Thurston (1973) in Japan, Clark (1967) in France, and Coates (1972) in Britain.

As was pointed out by McNeill and March (1979:81) the trade union movement is not much older than this century and teachers' unions appeared later than many. However, they have made a vigorous effort to gain rights for teachers in the control of educational issues. In

Canada, Paton (1962) drew attention to the slow growth of teachers' unions prior to the first world war, but expressed the opinion that: ". . . during the last fifty years teachers' organizations have grown in strength until they now play a prominent role in school administration."

The thrust by the Alberta Teachers' Association for teachers to be involved in the determination of a widening range of teachers' working conditions was described by Angus (1968:66). The Alberta Teachers' Association has well developed policies calling for greater involvement for teachers in this regard. Its policy statement (1979:204) stressed the desirability of "placing decision making as close as possible to the point where the service is provided." It called for a pattern of school and classroom organization which was operated by a ". . . collegial form of government with decentralized co-operative decision making." This point of view was supported by Hrynyk (1980). However, he pointed out the dangers of "policy fatigue" in an issue-centred approach to problem solving when people grew tired of continuously making policy decisions. He outlined a need for broad policies in most areas.

The Association received some judicial support for its thrust for increased participation from Crawford (1978). He had been appointed to act as a one man "tribunal" to pass judgment on a dispute between the Association and the Edmonton Public School Board. He described the dispute as ". . . a catalogue of frustrations about the fundamental principles of the Teacher-Trustee relationship and division of responsibility." His judgment went on to say:

> . . . the teachers should have a continuing input into decision making. They have the professional skills and the on the job experience to provide useful knowledge and well founded opinions. (Crawford, 1978)

The extent of pre-service and in-service training for teachers has continued to rise as pointed out by Strembitsky (1980). He claimed that the general level of qualification of those working in the schools was higher than in previous eras. One result of this is that the teachers feel justified in pressing for an increased share in the decision making for which their training and expertise has prepared them.

As outlined above, their professional organizations have continued to call for increased influence for teachers but Davis (1977:151) spoke of reservations held by some unions that workers' participation would lessen loyalty to the union. This could weaken the union's position in opposing decisions. In some areas teachers' unions have fought hard to achieve conditions and are reluctant to see them diminished by localized bargaining. Sommerville (1980) acknowledged a danger which existed, that staffing levels might fall in a school-based budgeting system. He gave this as one reason for opposition to the move.

School principals as a group have increasingly expressed interest in expanding their role in decision making. However, Sharples (1977) warned that the move for more autonomy might be illusory. Teachers and principals might find they are obliged to accept more responsibility as they demand and obtain more involvement in decision making. The net result would be increased accountability rather than the real objective of increased freedom.

THE THRUST FOR COMMUNITY CONTROL

The thrust for teachers' involvement in and control over educational decision making has been dealt with in some detail. Teachers do not, however, form the only group which is interested in extending its influence in this area. The discussion will next focus on the wider community.

A society establishes formal schooling when the transmission of basic survival skills and the process of acculturation become too complex to be handled at the level of the family leader or tribal elder. In a modern society the vast proliferation of knowledge or attitudes to be transmitted to the young and skills to be taught, has resulted in the development of an increasingly specialized service for the delivery of education. In such circumstances, the control of education can fall into the hands of an educational elite and a danger may arise of the system alienating itself from the society it was designed to serve. Proponents of community control of education use their efforts as an attempt to make the providers of educational services more answerable to the general public at the local level. Ford (1980) saw her role as representing the public interest by way of the trusteeship conferred on her through election to the Edmonton Public School Board. However, many supporters of the movement for increasing community control over education contend that more real participation at the local level is required.

After a detailed consideration of many of the movements for community control in the United States, La Noue and Smith (1973:21) declared:

> . . . although the rhetoric of the movement assumes mass participation of 'the people' or 'the community', it is more probable that decentralization policies will create additional elites to represent the newly recognized groups or neighbourhoods.

In discussing the increased control by teachers over educational decisions in the British context, Sallis (1977:23) felt that the community was being excluded in the process: "Parents feel like the other woman at the funeral, all the emotion but none of the rights, not even the solace of public grief." She claimed that many Local

Education Authority members and advisors thought that the independence of the school in the sphere of curriculum, organization and rules had gone too far. She saw heightened parental participation as necessary to provide a curb on the freedom of the "experts."

On the other hand, Bacon (1978:5), speaking of the same situation, described what he saw as a fundamental alteration in the balance of power in schools. He claimed that the control over decision making by both teachers and parents was increasing. For him, this raised twin contentious political issues. They were the issues of who had control over the schools and how the schools were governed.

Writing from the point of view of a school superintendent in North Vancouver, Wickstrom (1979) saw three separate trends as being in conflict. These were the trend for lay control, the trend for professionalism and the trend for the establishment of neighbourhood schools. He maintained that the practice of participation in decision making was widely accepted in educational organizations, believing that the positive evidence from research and the philosophic arguments in its favor were overwhelming. However, he saw costs in time and energy in its operation, particularly in a climate of competing forces. Consequently, he argued that a need existed for selective participation.

Participative approaches were best suited to dealing with people able to tolerate ambiguity and most appropriate when dealing with uncertain environments and ill-structured problems. In other circumstances he favored more bureaucratic approaches.

A comparison was made by Zimet (1969) of administrative decentralization and community control in New York city. He maintained that strengthening community control did not necessarily extend decision making to the local school; yet, he argued, instructional improvement had to occur at the local school level. He concluded that the major need was to increase responsibility and autonomy at that level. Elazar (1975) identified conflicting motives in those favoring decentralization of education in large city districts in the United States. He maintained that community support for the move rested on the concept of greater control of school personnel by the community.

When discussing participatory democracy as it was embodied in the school board concept, Kapel and Pink (1978) looked at the competing forces present in the moves for decentralization, citizen participation and community control. They described decentralization as subdivision of the larger districts and recognized lay and professional support for it because it increased operational efficiency and strengthened school and community relationships.

However, they identified an inherent distrust of community control by the professional educator. The educators saw it as eroding their power, while the community saw it as a right. Kapel and Pink attempted to develop a cabinet model for the management of the school to combine decentralization with community input into decision making.

The difference between community participation and community control was also discussed by Ornstein (1975) when he described school decentralization in seven selected school districts in the United States. Jenkins (1977) sought answers to similar problems in a study of the Los Angeles School District. He conducted extensive interviews and concluded that the community input could be handled in a way that recognized the importance of professionalism, expertise and competence, yet allowed a voice for citizens. He saw the need for a district school board and a local school advisory council. The principal would be responsible to the board and its officers but would seek advice from the council.

A public opinion gallup poll by the Canadian Education Association (1979) revealed that those surveyed believed public participation in educational decision making had improved in recent years. Evidence was found of a widespread disinclination to become involved personally yet some indication of a willingness to complain about not being permitted to have a greater voice in public education. The survey report suggested that this might indicate parents' wanting more direct contact with individual principals and teachers, rather than formal participation in the governance of education.

Many groups and individuals appear to be pressing for greater participation in educational decision making. On occasion, the aims of groups are in conflict and careful planning is needed to satisfy the wishes of all. In this section various trends and conflicting forces have been considered. The resolution of these forces will probably determine the locus of decision making within any particular system at any given time for any specific issue.

THE CANADIAN CONTEXT

Previous sections of this chapter have been used to examine control over decision making from a theoretical viewpoint for organizations in general and for educational organizations in particular. Some of the pressures for decentralization of control over decision making have also been discussed. Attention now shifts to a consideration of several issues which have been specifically identified as relating to educational decision making in Canada.

Social pressures for changes in control over decision making can arise from interactions among aspects of what Farquhar (1980:2) called the cultural mosaic of the population. These are characterized by growth in multiculturalism, bilingualism, and increasing ethnocentricity. At the same time political moves are towards regionalism rather than nationalism. This is accompanied by a reemergence of general public conservatism as a reaction to the permissive trends of previous eras.

Current demographic trends, Farquhar maintained, were in the direction of contraction rather than expansion. However, many large urban areas are faced with shifting population densities. These can produce geographic spread in an urban area simultaneously with enrolment decline. Such declines lead to teacher oversupply and administrative problems associated with redundancy and relocation both of buildings and personnel.

At the same time, Farquhar said, the legal framework for education in Canada left responsibility for education with the provinces except where delegated to districts. This has led to the development of strong professional associations of teachers at the provincial and local levels. These act as pressure groups to increase the control of teachers over educational decisions and are offset to a limited extent by trustees' associations and general interest groups formed by parents and other community members.

Economic factors were also seen by Farquhar to have a major influence on educational decision making and to have affected attitudes towards education. Rapid inflation has caused increases in school taxes in spite of declining enrolments. In some regions dramatic changes have occurred in the economic substructure as a result of exploitation of mineral and energy resources while in others growth in income has not kept pace with inflation.

Farquhar saw a general decline in public esteem for education and the products of education at a time when the practitioners themselves were expressing doubts about the fundamental goals of education and querying aspects such as student testing and reporting. The shift in values, he asserted, had led in some instances to calls for more accountability and was expressed in the "back to basics" movement.

Similar pressures for change were also recognized by Williams and Powell (1980) who saw local taxpayers demanding greater financial restraint and accountability for educators. They contended that a conflict existed between the growing community conservatism and the thrust by teachers for more representative involvement in decision making. A major issue which they identified was the tension among administrators, trustees, teachers and taxpayers over the location of the centre for control over decision making.

Coleman (1977) spoke of recent developments which led to wider diffusion of power through systems of educational governance in Canada. He claimed this was largely influenced by the rising professionalism of teachers together with their increasingly militant attitudes. He asserted that net losses of power had occurred for the provincial government, trustees and administrators with net gains being experienced by teachers, teachers' associations, special interest groups, parents and, to a lesser extent, students. Representative committees, he said, tended to make decisions based on compromise among preferences rather than on rational search for the best technical solution to a problem. The tendency towards such decision making mechanisms has been strengthened by what Farquhar (1980:13) called the "political vulnerability" of decision makers in the Canadian context. Coleman (1977:86) maintained that in the long run participation and responsiveness would decline but that in the short run decision making would take place in an atmosphere of conflict rather than in one of cooperation.

SUMMARY

Decentralization of decision making is but one of the structural variables of an organization. Nevertheless, considerable interest has been shown in the effect that changes in this variable have on overall performance.

The making of decisions is a vital and central function of any organization. Simon (1961:1) maintained that: ". . . the general theory of administration must include principles of organization that will ensure correct decision making, just as it must include principles that will ensure effective action." Decentralizing the decision making within the organization implies increasing the number of people with authority to make decisions and thus moving control over decision making away from the centre of the organization. Centralizing the decision making means reducing the number of people with authority to make decisions and locating the locus of the decision making closer to the top of the hierarchy.

For this reason decentralization is associated with participative management when lower level management and even the workers themselves are involved in the decision process. The arguments supporting decentralization tend to centre on claims of increased commitment in workers who have participated in the making of decisions. Participation is expected to increase the understanding of those involved, produce converging goals for workers and management, and provide greater levels of satisfaction. The anticipated outcome is more informed and willing endeavour resulting in increased effectiveness. A further contention is that better decisions can often be made by those directly involved in their implementation, as these people appreciate the complexities of the practical situation. The rider is usually added that the local operative must have sufficient ability to appreciate the problem and sufficient information to understand the wider organizational context.

In addition to the administrative advantages expected from decentralization which have been listed above, some possible political advantages exist for a management when it accedes to the wishes of workers who want to be involved in decisions which affect them. This is especially the case with a professional work force. Indeed, management tends to hire professionals with the expectation that their knowledge and skills will fit them to make appropriate decisions without the necessity for extensive supervision.

Some constraints over the extent to which decision making can and should be decentralized arise from the formality associated with legal responsibility and accountability. The need for coordination of activity in a large organization also tends to limit the amount of individual autonomy.

Educational organizations have some special properties and many of these arise from the fact that they are people processing organizations. The level of the qualifications of teachers has risen in recent years as has their desire to be involved in educational decision making. Teachers' associations have pressed for greater control for teachers over educational decisions, although a few researchers have found evidence that some teachers do not wish for greater participation except in matters which very closely affect them.

Community groups have also sought more influence over educational decision making. In some instances, the intention has been to curb the influence of the teaching force and to make it more accountable to the public. As a result, some conflict of interest has appeared between the advocates of community control and the proponents of the cause of professional educators.

Figure 2.1 illustrates factors which influence changes in the locus of decision making within educational organizations. The final locus of decision making in an educational organization varies with the balance achieved among the various forces affecting it. As Simmons, Davis, Chapman and Sayer (1974:461) claimed: "Over a period of time actors and groups develop a distinctive style which constrains and refines their actions." Shift in the locus

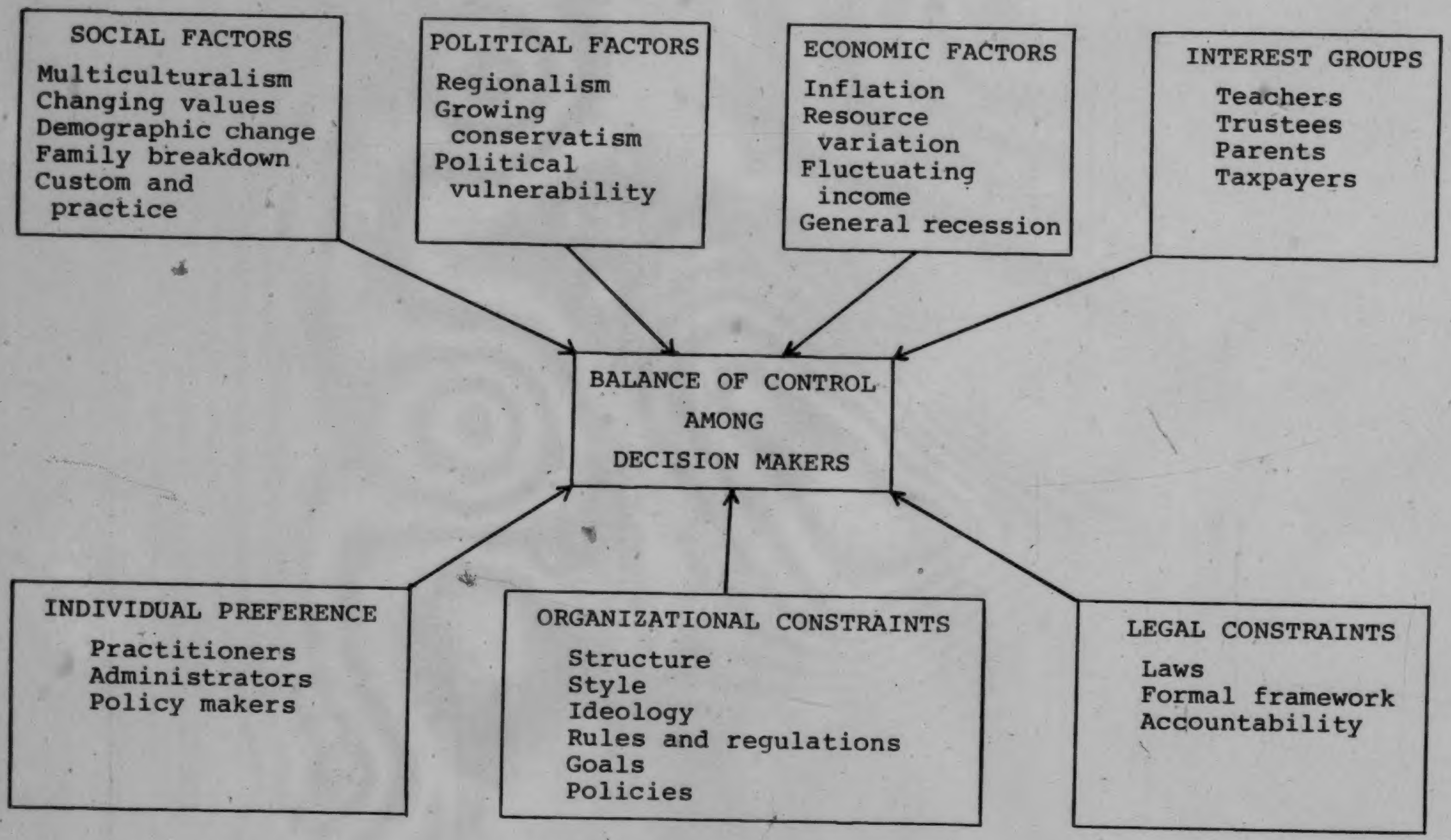

SOCIAL FACTORS
Multiculturalism
Changing values
Demographic change
Family breakdown
Custom and practice
POLITICAL FACTORS
Regionalism
Growing conservatism
Political vulnerability
ECONOMIC FACTORS
Inflation
Resource variation
Fluctuating income
General recession
INTEREST GROUPS
Teachers
Trustees
Parents
Taxpayers
BALANCE OF CONTROL
AMONG
DECISION MAKERS
INDIVIDUAL PREFERENCE
Practitioners
Administrators
Policy makers
ORGANIZATIONAL CONSTRAINTS
Structure
Style
Ideology
Rules and regulations
Goals
Policies
LEGAL CONSTRAINTS
Laws
Formal framework
Accountability

Figure 2.1 Influence upon the Balance of Control within Educational Organizations

of control over educational decisions will be dependent on both administrative style and environmental impetus for change.

The survey of the literature reveals, then, considerable interest in the issue of control over decision making with strong theoretical support for varying patterns of operation to decentralize such control. Researchers both in Canada and elsewhere have shown that there is a preference for such decentralization among many elements of educational organizations, especially among teachers. Teachers' associations have been particularly vocal in their support for moves of this nature. Nevertheless, constraints exist and these have been identified. Several factors which might affect changes in the degree of control exerted by various organizational levels have also emerged.

The Canadian literature contains statements from several writers (e.g. Coleman, 1977) who claimed that they discerned a general decentralizing trend in control over educational decision making. However, any empirical research directly related to this study was restricted to examining differences between perceived and desired levels of participation (e.g. Simpkins, 1968; Corriveau, 1969; and McBeath, 1969). No evidence was found of studies which traced changes in control over time or which dealt specifically with the situation throughout western Canada.

The study was undertaken against this background to discover how much control over educational decisions was held by each of five organizational levels, whether or not this was changing over time and the extent of influence upon such changes from some specific factors.

Chapter 3

METHODOLOGY

This chapter contains an outline of the instruments and procedures adopted for the study. It begins with a description of the questionnaire used to gather data. An explanation is next given of the manner in which the items for the questionnaire were selected. Attention is then focused on the choice of respondents and the timing of the study. This is followed by some discussion of the actual categories of respondents. The final section of the chapter gives an outline of the method of analysis of the data.

DEVELOPMENT

Much thought was given to the method to be adopted for the collection of data relating to control over educational decisions. The main requirement appeared to be the gathering of informed and reliable opinion from people in responsible positions within the educational structure of the four western provinces. Some preliminary interviewing was done, but the main instrument was a questionnaire.

Constructing the Questionnaire

The decision was taken to construct a questionnaire for distribution to superintendents in each of the provinces of Alberta, British Columbia, Manitoba and Saskatchewan. As mentioned previously, the questionnaire was to be used to measure perceptions of the degree of control over educational decision making exerted by people working at various levels in the educational systems. Three main levels were identified, namely: province, district, and school. A further subdivision was made at the district level between the School Board which was seen as the main policy forming body, and the Superintendent's Office which was seen mainly as the administrative arm of the school district. A subdivision was also made at the school level between the Principal who was seen as carrying an administrative role and the Teacher(s).

Because an attempt was to be made to gauge changes in the locus of decision making, superintendents were to be asked to state their perception of the degree of control exercised at each level over the making of a number of specific decisions. Three estimates were requested. One was an estimate of the degree of control at the time of the study in 1980. The other two estimates related to the superintendents' recollection of the situation as it was five years previously in 1975 and a forecast for the future in 1985.

Some thought was exercised regarding the actual period to be used and consideration was given to using ten-year intervals and asking for estimates relating to 1970, 1980 and 1990. This period may have had a greater significance for a province such as Alberta where major change in the statutes relating to education occurred in the early 1970s. However, on testing this approach with a group, two restrictions were found. One restriction was that many administrators had not held a senior administrative role ten years previously and had difficulty envisaging how the full range of decision situations were handled that long ago. The other was that some people were reluctant to commit themselves to a forecast ten years hence. Consequently, a more modest time gap was decided upon. Most of those consulted agreed that senior administrators could reasonably be expected to understand and remember how decisions were made five years ago and would probably be prepared to predict the situation five years hence. Any consistent trend for change in the locus of educational decision making was expected to emerge from the reported perceptions of the superintendents.

Superintendents were chosen as the sample group because of a belief that officers at that level were best situated to have an overview of the total decision making pattern. They would also be in a position to have observed such changes as had taken place in recent years and, from their knowledge of the current forces at work within the system, should be best able to predict and perhaps guide changes which might occur in the near future.

Choosing the Items

A more difficult problem arose over selecting decision items for the questionnaire. The first step was to survey items used in studies by Sharma (1955), Simpkins (1969), McBeath (1969), Corriveau (1969), Stone (1973) and Knoop and O'Reilly (1976). A list of decision situations was compiled from that survey. The writer's own experience was used to generate further possible decision items and suggestions were sought from others who had worked in administrative positions in educational systems.

A list of over two hundred items was obtained through this process. Careful selection and consolidation reduced the list to 117 items. Items in the consolidated list were classified into eight categories dealing with: (1) finance and budgeting; (2) capital expenditure; (3) equipment, supplies and services; (4) curriculum and instruction; (5) personnel management; (6) student management; (7) organizational structure; and (8) community relations.

Two steps were taken from that point. The first was to compose a trial questionnaire of forty items—five chosen from each of the eight categories. This was administered to a selected group, all members of which had worked at the level of superintendent or school principal. In the sample were people who had occupied positions in British Columbia, Alberta, Saskatchewan and Ontario. The group was asked to complete the questionnaire and to comment on the suitability of the items. The second step was to take the full list of 117 items and submit it to a group of four persons including two superintendents, one assistant superintendent and one regional officer. The second group was asked to rank order the items in terms of their relevance to their systems. Advice on the items was also sought from members of the thesis supervisory committee.

Utilizing the input from these various sources, a final list of thirty-two items was obtained comprising four from each of the eight categories. The pilot with the questionnaire had indicated that a questionnaire of forty items was too long to be completed in reasonable time, because each item required fifteen responses. Each respondent was asked to indicate a perception of the degree of control over decisions at each of five different levels in the school system. Three perceptions were required for each of these five levels: current, five years ago, and five years hence.

A further pilot with the thirty-two items indicated that the questionnaire could be done in a reasonable time, although in the final study some respondents commented on the length of time necessary. The complete list of items is included in Appendix 3.1 and a full copy of the questionnaire is included as Appendix 3.2.

In addition to the questions concerned with decision situations, a series of questions relating to perceptions of factors which tended to influence centralization or decentralization was also included. The list of factors was determined following a screening process similar to that listed above.

The following eleven factors were used in the questionnaire: (1) General Economic Climate; (2) General Social Climate; (3) General Political Climate; (4) Pressure from Teachers' Association; (5) School Board Policy; (6) Education Department Policy; (7) Pressure from Trustees' Association; (8) Teachers' Drive for Professional Status; (9) Current Practices in Administration; (10) Calls for Public Accountability; (11) Superintendents' Personal Philosophy. The superintendents were asked to estimate the degree of influence exerted by each of the eleven factors over the period 1975-1980 and to predict the degree of influence for the next five years. A five-point scale was used ranging from "strong decentralizing influence" through "neutral" to "strong centralizing influence."

SOURCES OF DATA

As mentioned above, superintendents were chosen as a target group because of their breadth of experience in the system and their expected ability to appreciate the full decision domain and the forces affecting it. Consideration had been given to including principals or trustees in the study. However, in the long run, they were excluded mainly because of the factors mentioned above. Perceptions in these two groups could well form the basis of a follow-up study at a later date.

The four western provinces were chosen partly because of proximity to each other and to the researcher and partly because of apparent similarities in their educational systems. One aspect of the research was to be directed towards discovering the extent to which systems in reasonable geographic proximity, involving groups with common nationality and somewhat similar backgrounds, would establish differing patterns of decision making.

The final decision was to survey all superintendents in the four provinces. The list of superintendents found in the current handbook of the Canadian Education Association was taken as a starting point. This was checked against lists available from the Department of Education.

TIMING OF THE STUDY

A preliminary letter was sent to 278 superintendents and directors to request their cooperation in the study. This letter was accompanied by a sheet explaining the purpose of the study. A copy of this letter is included as Appendix 3.3. On April 8, 1980 the questionnaire was mailed with an accompanying letter (see Appendix 3.4). A reminder letter was sent on May 6, 1980 (see Appendix 3.5). The closing date for the receipt of responses was June 7, 1980.

THE RESPONDENTS

As illustrated in Table 3.1, replies were received from 178 superintendents which constituted 64 percent of the group contacted. Of these replies, six were discarded as they contained insufficient information to allow meaningful analysis. This left 172 usable responses or a net return of approximately 62 percent.

Each of the provinces was well represented in the survey. The best response rate was associated with Saskatchewan where 74 percent of the superintendents or directors returned usable questionnaires. Alberta had the highest number of school superintendents to be contacted and had the highest number of questionnaires returned. Its percentage rate of return, however, was lower than that of

Table 3.1

Distribution of Respondents by Province

Province	Questionnaires Distributed	Returns Received	Returns Usable	Percent Usable Returns
Alberta	95	60	58	61%
British Columbia	66	32	31	47%
Manitoba	47	32	31	66%
Saskatchewan	70	54	52	74%
Total	278	178	172	62%

Saskatchewan. Manitoba, with the smallest number of districts had a fairly high usable return rate of 66 percent.

By far the majority of respondents operated in public school systems as shown in Table 3.2. In all, approximately 71 percent of those replying indicated that they worked either in a public school district or a public school division.

Table 3.2

Distribution of Respondents by Type of Jurisdiction

Jurisdiction	Frequency	Relative Frequency	Adjusted Frequency
Public School District	57	33.1%	33.3%
Separate School District	12	7.0%	7.0%
Public School Division	82	47.7%	48.0%
Separate School Division	3	1.7%	1.8%
County	17	9.9%	9.9%
Not Stated	1	0.6%	Zero %
Total	172	100.0%	100.0%

Alberta was the only province for which all these categories were appropriate. In Manitoba, a single system of education operates. In Saskatchewan, most of the separate school districts from which replies were received were, in fact, linked with a public district, under a common superintendent. In British Columbia also, a different form of organization prevails and replies were received for public school districts only.

Although analysis was undertaken using the categories of district type, it is not reported in the study. No major variations were found to be associated with the subcategories and the distribution appeared to be skewed due to the fact that only one province contained all subcategories. A useful further exercise could be undertaken, at a later date, within Alberta to discover whether any major variations are associated with district type.

Table 3.3 contains information about the numbers of responses from various areas. Almost half (46.5 percent) of the respondents indicated that the school system which they served was primarily a rural area. The balance of the respondents were approximately evenly divided between city areas and town areas.

Table 3.3

Distribution of Respondents by Area Served

Area	Frequency	Relative Frequency	Adjusted Frequency
Primarily City	44	25.6%	26.5%
Primarily Town	42	24.4%	25.3%
Primarily Rural	80	46.5%	48.2%
Not Stated	6	3.5%	Zero %
Total	172	100.0%	100.0%

Details about the size of jurisdictions are contained in Table 3.4. More than half (55.8 percent) of the respondents were from jurisdictions which had from 1,000 to 2,999 students. Only thirteen respondents (7.6 percent) came from jurisdictions with less than 1,000 students, while thirteen (7.6 percent) came from jurisdictions of more than 15,000 students.

Table 3.4

Distribution of Respondents by Size of Jurisdiction

Number of Students	Frequency	Relative Frequency
0-999	13	7.6%
1,000-2,999	96	55.8%
3,000-4,999	22	12.8%
5,000-14,999	28	16.3%
15,000+	13	7.6%
Total	172	100.0%

As indicated in Table 3.5, only eighteen (10.5 percent) of the respondents were employed by the provincial government. One respondent did not state his type of employment, but the remainder (89.0 percent) were directly employed by the school authority. British Columbia and Saskatchewan are the only two provinces where provincially employed superintendents operate.

Table 3.5

Distribution of Respondents by Type of Employment

Employer	Frequency	Relative Frequency	Adjusted Frequency
Provincial Government	18	10.5%	10.5%
School Authority	153	89.0%	89.5%
Not Stated	1	0.6%	Zero %
Total	172	100.0%	100.0%

Information relating to years of service for respondents is included in Table 3.6. The mean number of years for which respondents had worked in educational systems was 23.0 with one respondent having 42 years experience. The mean number of years as a superintendent was 8.1 with the maximum number of 23. Respondents had been with their current employers for an average of 9.5 years with the maximum number of years being 39. Respondents had occupied their current positions for an average of 5.8 years with the maximum length of time being 23 years.

In a very few cases, the respondents appeared to feel constrained by lack of knowledge about previous practices and consequently, omitted that section of the questionnaire. Most responses, however, were complete or had minor omissions only.

Table 3.6

Distribution of Respondents by Years of Experience in Educational Systems

Years	Total		Superintendent		Present Employer		Present Position	
	No.	%	No.	%	No.	%	No.	%
1 - 4	3	1.7%	40	23.3%	55	32.0%	69	40.1%
5 - 9	6	3.5%	77	44.9%	61	35.5%	79	45.9%
10 - 14	15	8.7%	35	20.3%	17	9.9%	18	10.5%
15 - 19	27	15.7%	14	8.1%	18	10.5%	3	1.7%
20 - 24	43	25.0%	5	2.9%	7	4.1%	2	1.2%
25 - 29	38	22.1%			8	4.7%		
30 - 34	33	19.2%			5	2.9%		
35+	7	4.1%			1	0.6%		
Not Stated	0		1		0		1	
Total	172		172		172		172	
Mean	23.0		8.1		9.5		5.8	

ANALYSIS OF DATA

The data analysis was divided into three sections which are presented in Chapters 4, 5, and 6 of the report. The first analysis was of the responses indicating the degree of control exerted over educational decisions in 1980. This was followed by an analysis of variations from this degree of control reported for 1975 and predicted for 1985. The final analysis dealt with responses relating to factors which may influence changes in the locus of control over educational decisions.

Within each of the analyses, attempts were made to examine the responses of all the superintendents as a single group as well as to look for differences in responses among various provinces and among districts with differing characteristics.

Because the target sample was the entire population of superintendents in the four western provinces, reliance on statistical tests of significance was not strictly appropriate and, indeed, heed was taken of the warning given by Cormier (1971) of the need to distinguish between "significant" and "important" differences. However, tests of significance such as the Scheffé procedure for pairwise comparison using one way analysis of variance and standardized _t_ tests available from the _Statistical_

Procedures for Social Sciences were used as guides when choosing a value which might be declared as substantial for the difference between any pair of measures.

When considering variations in degree of control among the provinces or among the various categories of school district a decision was taken to consider as substantial only those which would have been considered significant at the 0.1 level using the Scheffé procedure for one-way analysis of variance. In each case this appeared to give a difference of something greater than 0.5 which was considered to be an acceptable indication of substantial difference.

When looking at changes in degree of control between 1975 and 1980 and between 1980 and 1985, "substantial differences" were accepted as being those which would have been considered significant at the 0.05 level using standardized *t* tests. Some of these changes were as small as 0.1 in the case of the responses from the entire group of respondents. They were not discarded from the discussion, however, because of the uniformity in trend which was evident among them. In the case of responses from smaller groups of respondents, such as those from each province or category of district, the changes indicated were slightly greater. When looking at the analysis of data relating to influence from various factors similar procedures were adopted.

Tukey (1980:24), when discussing methods of analysing data, asserted that ". . . the picture examining eye is the best finder we have of the totally unexpected." He strongly recommended a graphical approach to the exploratory phase of data analysis which could be followed by confirmatory analysis, if necessary. Consequently, a graphical analysis of the data was undertaken. This resulted in a large number of figures and charts, some of which are included in the text that follows, in the hope that they will assist the understanding of the reader as much as they helped the probing of the researcher.

Chapter 4

CONTROL OVER EDUCATIONAL DECISIONS IN 1980

This chapter is devoted to reporting the data related to questionnaire responses indicating superintendents' perceptions of the degree of control exercised by various groups or individuals over certain educational decisions at the time of data collection.

The superintendents were asked to indicate their perception of the degree of control with respect to five classes of groups or individuals. These were the Education Department, School Board, Superintendent's Office, School Principal and Teacher(s). Three responses were requested with respect to each group: perceptions of the current situation in 1980, recollections of the situation in 1975 and predictions of the situation for 1985. Responses for 1980 are treated in some detail in the following pages and variations from the current position are considered in later chapters.

Respondents were asked to estimate the degree of control on a five point scale ranging from (1) negligible degree of control to (5) high degree of control, for each of thirty-two decision items. A detailed description of the processes which were used in order to select the actual items is given in Chapter 3 and a full list of the thirty-two items is included as Appendix 3.1. Individuals or groups were defined as exerting control over a decision when they had authority to influence the decision process and used that authority to affect the actual decision made. The degree of control as measured by the means of all responses is dealt with first under the heading General Degree of Control. In the next section of the chapter, responses from the four provinces are compared. This is followed by analysis of responses from different types of districts.

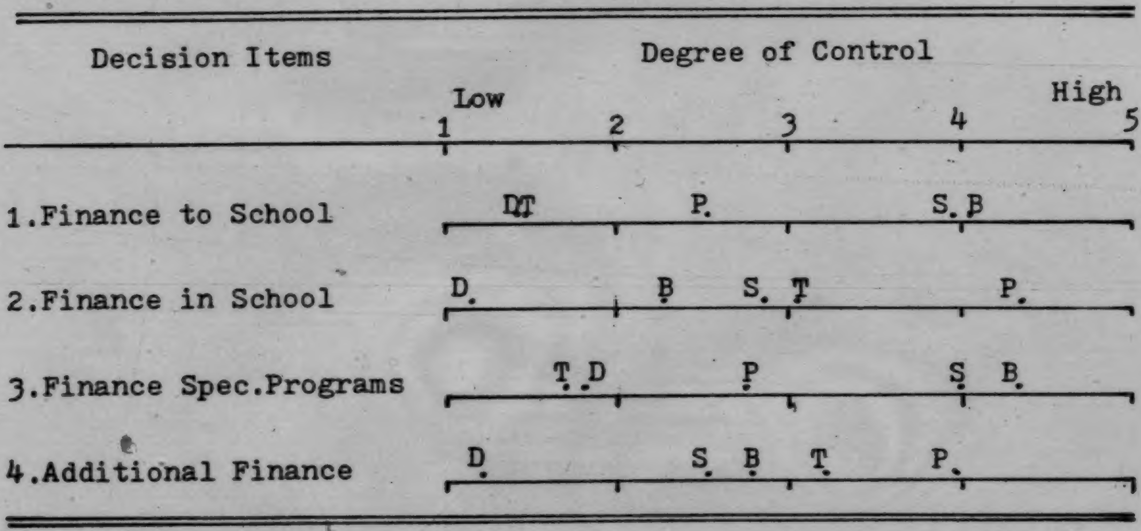
GENERAL DEGREE OF CONTROL

Means calculated for the responses of all 172 superintendents will be considered first. These means are listed in Appendix 4.01 together with the means for the years 1975 and 1985. Within this section of the chapter, the items are arranged in eight categories dealing with finance and budgeting; capital expenditure; equipment, supplies and services; curriculum and instruction; personnel management; student management; organizational structure and community relations.

Finance and Budgeting

Items 1 through 4 on the questionnaire were related to finance and budgeting. Figure 4.01 illustrates graphically the mean degree of control exercised by the Education Department, School Board, Superintendent's Office, School Principal and Teacher(s) for each of the four items as reported by the superintendents. The Education Department was seen by the superintendents to have very little influence on any of the items but the perceived control varied considerably among the other groups.

The degree of control exerted by each level over a particular item is indicated on a five-point scale ranging from low to high. A point towards the left of the line indicates a perception that the particular organizational level represented by that point exerts a relatively low degree of control over the decision item. A point to the right indicates a perception of a high degree of control.



D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 4.01 Mean Control for Finance and Budgeting

Item 1. Deciding the allocation of funds to school from a school district. The Board and the Superintendent's Office, with means of 4.08 and 3.98 respectively, were seen to exercise most control over this decision, with the Principal having a moderate amount of control, while the Teacher(s) and the Department had very little.

Item 2. Deciding the distribution of expenditure within a particular school. Here the Principal, with a mean of 4.37 was perceived as dominant in the decision making. However, the Teacher(s) had the next highest degree of control, with moderate control coming from the Superintendent's Office and the Board. The Department was seen as exercising very little control.

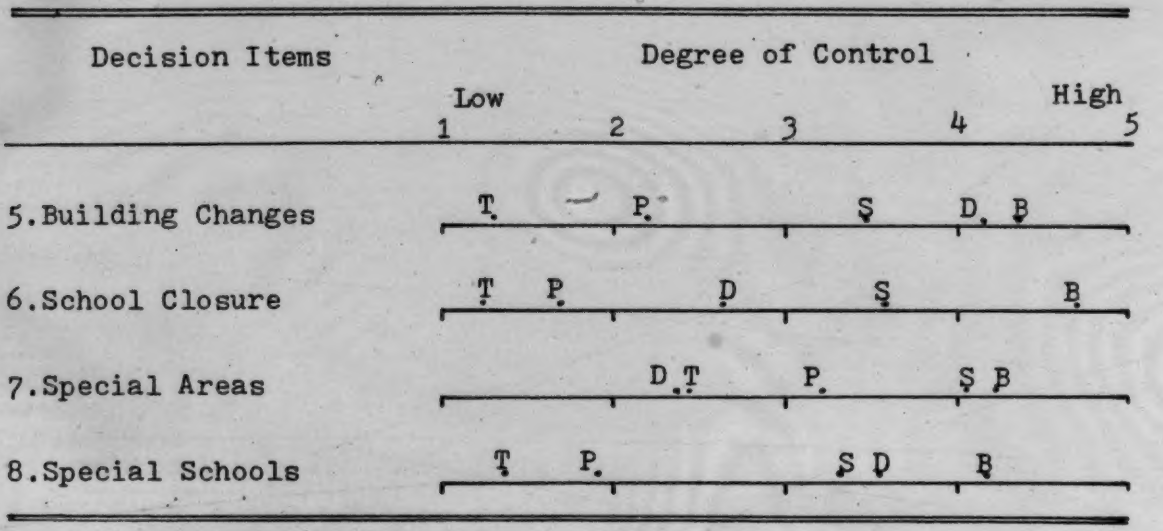
Item 3. Deciding whether or not to fund a special program, e.g., music. For this item, the major control was held by the Board and the Superintendent's Office, with a moderate amount being exercised by the Principal. Lesser control was exercised by the Department and the Teacher(s).

Item 4. Deciding on methods to raise additional funds for a particular school. Here the main control was held by the Principal with the Teacher(s) having the next highest degree. Moderate control came from the Board and the Superintendent's Office with little control coming from the Department.

Overview. The Board and Superintendent's Office were perceived to exercise at least moderate control over all financial items. Their control was much higher in items involving the flow of funds at the central level. In items involving the distribution of funds within a school, the Principal was seen to exert the dominant control, although the Teacher(s) also were perceived to influence the decisions to a reasonable extent.

Capital Expenditure

Items 5 through 8 were associated with decisions related to funds used for capital works such as a major building project. The mean degree of control as reported by the superintendents is illustrated in Figure 4.02. The Department was seen to influence decisions to a larger extent than for the items relating to finance and budgeting. However, major control remained with the Board, with strong control being exerted also by the Superintendent's Office.



D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 4.02 Mean Control for Capital Expenditure

Item 5. Deciding whether or not to make additions to school buildings. The Board and the Department were seen to have high degrees of control over this decision with a moderate input coming from the Superintendent's Office. Although the Principal had some control, the Teacher(s) were seen to have very little.

Item 6. Deciding whether or not to close a school. Here the dominant group seemed to be the School Board with the Superintendent's Office also having fairly high control. The Department had moderate control with less coming from the Teacher(s).

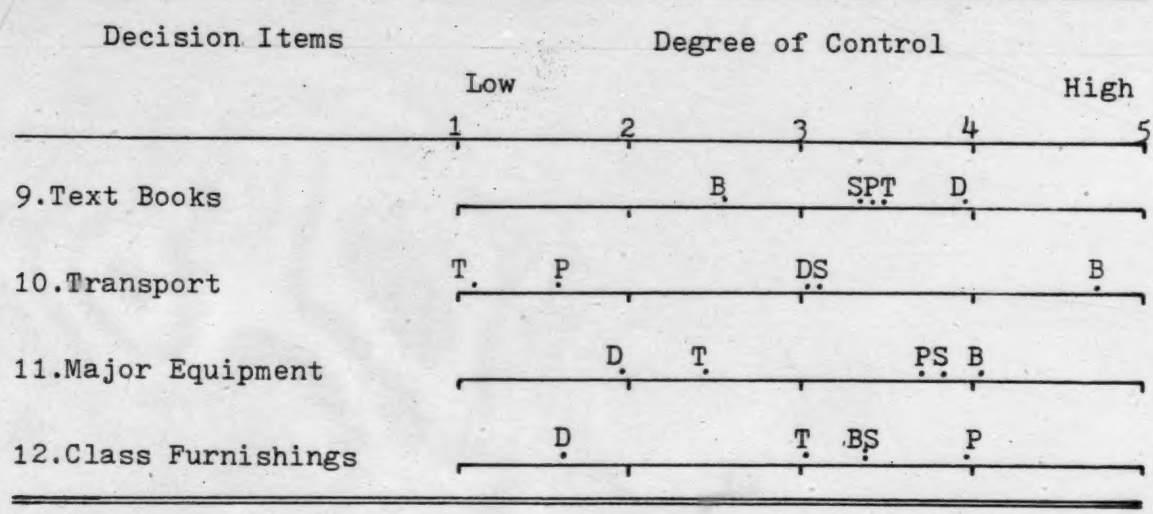
Item 7. Deciding whether or not to include special features such as open learning areas in school buildings. Control from the Board and the Superintendent's Office was seen to dominate this decision although the Principal also had a fairly high degree of control. Moderate control was seen to come from the Teacher(s) and the Department.

Item 8. Deciding whether or not to establish special schools for physically impaired children. The major control was said to lie with the Board, with strong control coming from the Department and the Superintendent's Office. The Principal had some control but the Teacher(s) had little.

Overview. For all items related to capital expenditure the major control rested with the Board. The Department did strongly influence decisions about new schools and schools for the physically handicapped. The Superintendent's Office influence remained high for all items but the Principal approached high control over only one item related to special features within a school. This was also the only item where Teacher(s) had a moderate amount of control.

Equipment, Supplies and Services

Items 9 through 12 were associated with decisions about equipment, supplies and services. The pattern of control was quite varied from item to item as illustrated in Figure 4.03.



D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 4.03 Mean Control for Equipment, Supplies and Services

Item 9. Deciding the text books to be used for a given subject. Major control for this decision was seen to lie with the Department. However, the Teacher(s), Principal, and Superintendent's Office all seemed to have a fairly high degree of control over the decision. The Board was said to have only a moderate degree of control in this area.

Item 10. Deciding on transportation services to be offered to students. For this item dominant control was clearly seen to come from the Board, with fairly high control from the Superintendent's Office and the Department. While the Principal had some control, that of the Teacher(s) was seen to be very low.

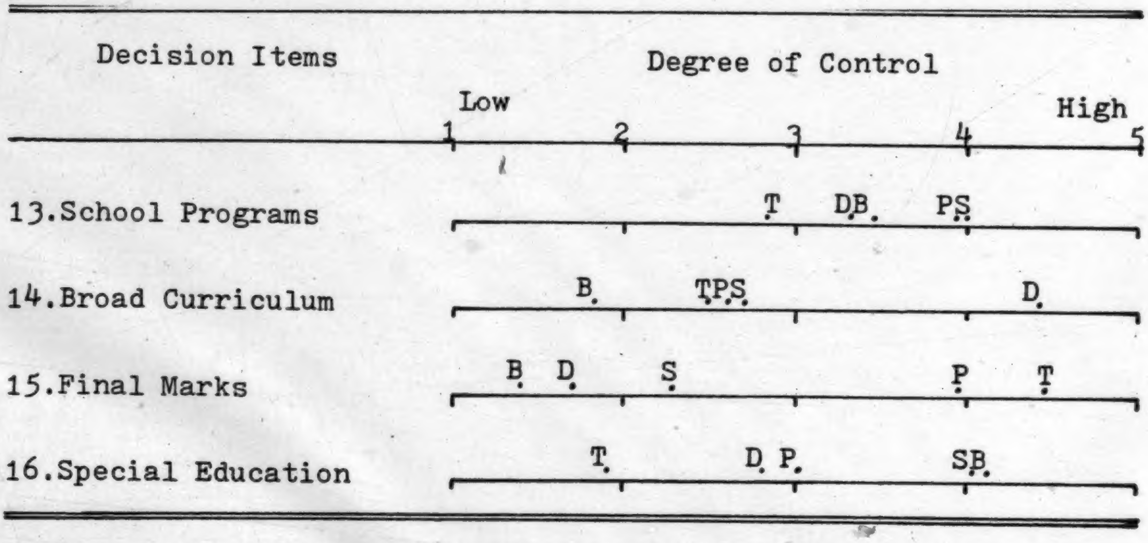
Item 11. Deciding on major equipment items for a school. For this item the Board appeared again to have the major control with a high amount of control from the Superintendent's Office and the Principal. Teacher(s) were seen to have a moderate influence while some control remained with the Department.

Item 12. Deciding on classroom furnishings. Here the major controller of the decision appeared to be the Principal. However, a fairly high degree of control was seen to be exerted from the Superintendent's Office, the Board and the Teacher(s), with less influence coming from the Department.

Overview. For two items relating to equipment, services and supplies, the Board was seen to have major control, while its control was seen to be fairly high for the other two items. Major control was seen to lie with the Department for text books and the Principal for class furnishings. The Superintendent's Office had a fairly high degree of control over most items with the Teacher(s) control being fairly high over the two items relating to text books and class furnishings.

Curriculum and Instruction

Figure 4.04 illustrates the mean degree of control as reported by superintendents for items 13 through 16 which are related to curriculum and instruction. Once again variation in perceptions of degrees of control appeared with control ranging from the Department to the school for different items.



D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 4.04 Mean Control for Curriculum and Instruction

Item 13. Deciding the nature of programs to be offered in a school. The Superintendent's Office was reported to have the major control with the Principal also having a high amount of control. A fairly high degree of control was exercised by both the Board and the Department with a moderate amount coming from the Teacher(s).

Item 14. Deciding the broad outline of the curriculum for a particular subject. Here the Department was clearly seen to exercise major control with moderate control from the Superintendent's Office, the Principal and the Teacher(s). Less influence was said to come from the Board.

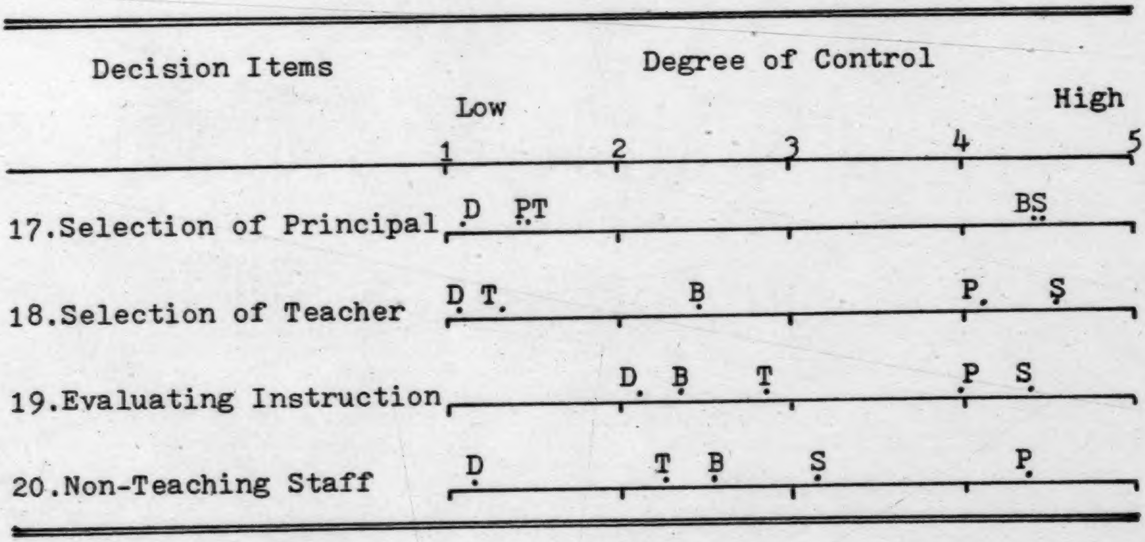
Item 15. Deciding the distribution of final grades in a High School subject. This was the only item where the perception was that Teacher(s) exercised the major control. Principals were also seen to have a high degree of control with moderate control from the Superintendent's Office and lesser degrees of control from the Department and the Board.

Item 16. Deciding whether or not to incorporate a program for physically or mentally handicapped children into a school program. This appeared to be an item where major control was exercised by the Board and the Superintendent's Office. However, a fairly high degree of control was seen to come from the Principal with a more moderate amount from the Department and less from the Teacher(s).

Overview. In the items relating to curriculum and instruction, the control exercised by the teachers was seen to be dominant on one occasion and overall their influence appeared stronger than in items involving financial considerations. The Department dominated only with respect to broad curriculum while the Board's only dominant role was with respect to special education programs. In three of the four items the Superintendent's Office was seen to be exerting more control than the Board. This might be expected as the area covered decisions of a largely professional nature.

Personnel Management

Items 17 through 20 dealt with personnel management. Figure 4.05 illustrates the mean degree of control for each as reported by the superintendents. Dominant control throughout was seen to be exercised by administrators.



D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 4.05 Mean Control for Personnel Management

Item 17. Selecting a principal for a school. Here the Superintendent's Office and the Board were seen to have major control, while little control came from Teacher(s), Principal or Department.

Item 18. Selecting a teacher to fill a vacancy in a particular school. In this situation the Superintendent's Office was seen to have major control although a high degree of control was exercised by the Principal. Although moderate control was exercised by the board, little control came from the Teacher(s) or the Department.

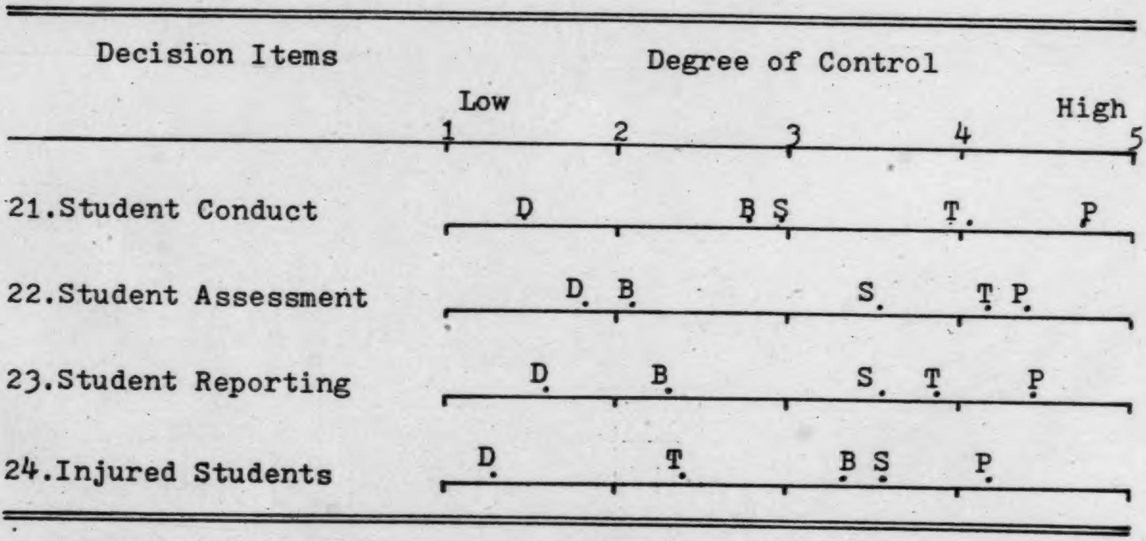
Item 19. Deciding on procedures for evaluating instruction. Again, the Superintendent's Office seemed to be dominant with a high degree of control held by the Principal. Moderate control was held by the other three groups: Teacher(s), Board and Department.

Item 20. Deciding the allocation of duties for non-teaching staff in a school. The Principal was seen to have the major control in this situation with fairly high control still held by the Superintendent's Office. Moderate control came from the Board and the Teacher(s) but very little from the Department.

Overview. In the items dealing with personnel and management, control was seen to be divided between the Superintendent's Office and the Principal, except for the selection of a Principal when the Board was seen to play an important role.

Student Management

Items 21 through 24 related to student management. Figure 4.06 illustrates the mean degree of control for each item as reported by the superintendents. Throughout the four items, control was seen to rest mainly at the school level, with the Principal and Teacher(s).



D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 4.06 Mean Control for Student Management

Item 21. Deciding on rules for student conduct. Here the major control was seen to rest with the Principal with a high degree being exercised by the Teacher(s). Moderate control was said to come from the Superintendent's

Office and the Board with much less from the Department.

Item 22. Deciding the procedures for assessing student progress in a school. The major control again was seen to lie with the Principal and the Teacher(s), while the Superintendent's Office had fairly high control also. Only moderate control appeared to come from the Board with less from the Department.

Item 23. Deciding the procedures for reporting student progress. Once again, the Principal was reported to dominate this decision with Teacher(s) and Superintendent's Office having a high degree of control. More moderate control was perceived for the Board and less for the Department.

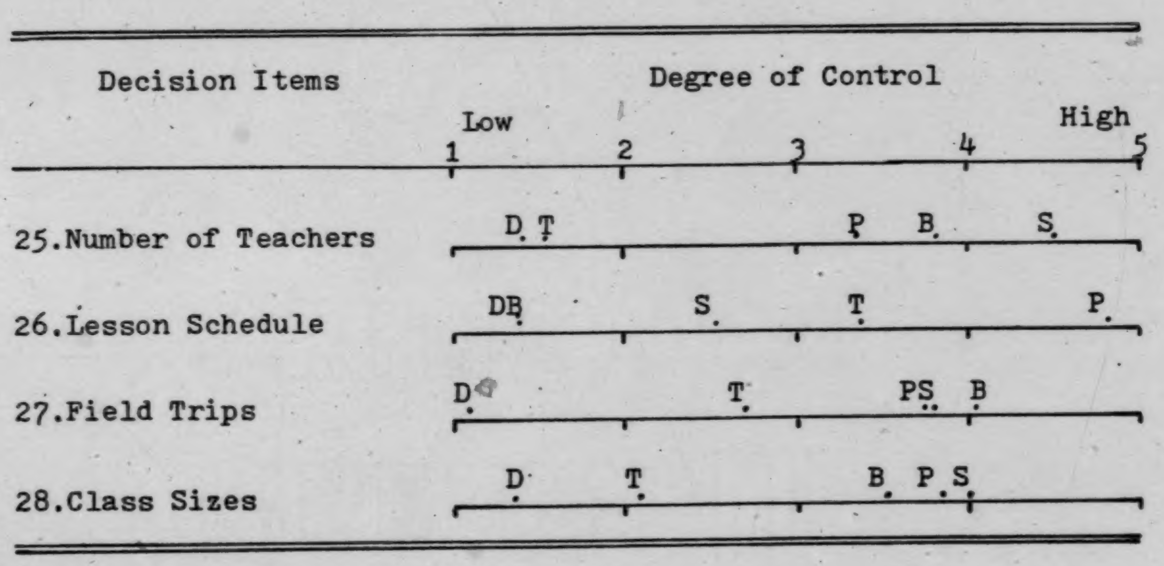
Item 24. Deciding procedures relating to injured students. The Principal was again seen to be the dominant figure with fairly high control exercised by the Superintendent's Office and Board. The Teacher(s) had a moderate degree of control, but little was seen for the Department.

Overview. The Principal was seen to exercise the major control over all items relating to student management with the Teacher(s) also exercising a high degree of control on three items. Control exercised by the Superintendent's Office was seen to be fairly high for most items and for all items was perceived to exceed that of the Board.

On no occasion was a high degree of control exercised by the Department.

Organizational Structure

Items 25 through 28 were related to organizational structure. Figure 4.07 illustrates the mean degree of control for each item as reported by the superintendents. Administrators were again seen to play a dominant role although the Board had a major control for one policy item.



D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 4.07 Mean Control for Organizational Structure

Item 25. Deciding the precise number of staff required for a particular school. The Superintendent's Office was seen to have major control over this decision with the Board also having a high measure of control. A fairly high degree of control rested with the Principal but much less was exercised by the Teacher(s) and the Department.

Item 26. Deciding the timetable and lesson schedule for a particular school. The Principal reportedly held the major control over this decision with a fairly high degree being held by the Teacher(s). A moderate control was seen to come from the Superintendent's Office with much less from either the Department or the Board.

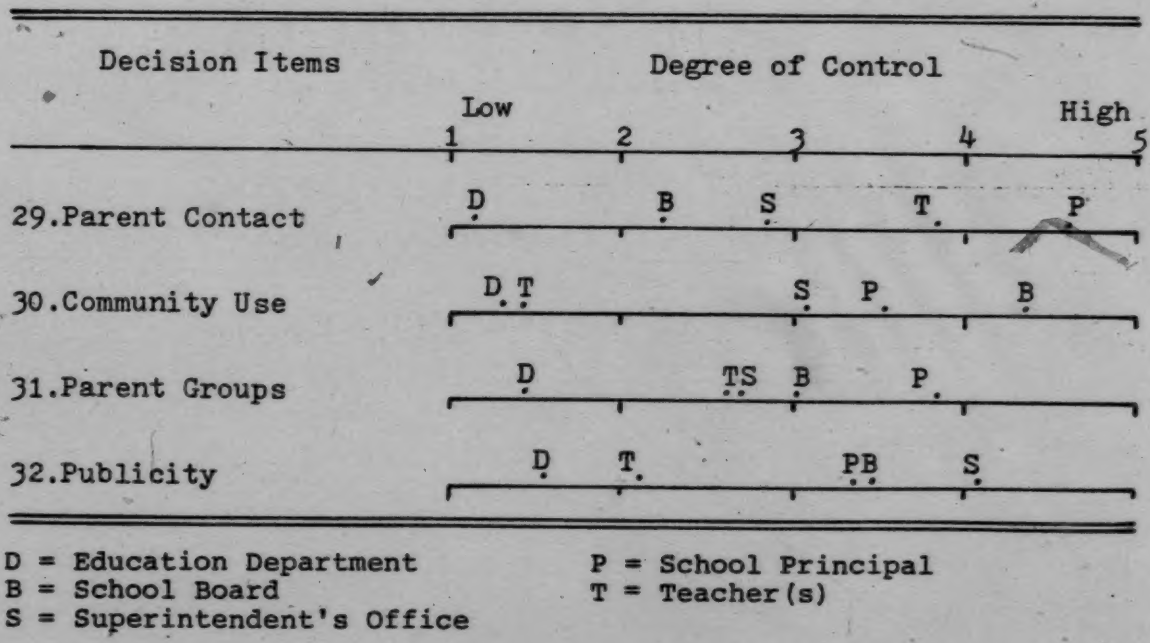
Item 27. Deciding the policy of a school for over night field trips. For this policy item the Board was judged to dominate the decision area but with a fairly high degree of control being exerted by both the Superintendent's Office and the Principal. A moderate control was exerted by the Teacher(s) but very little came from the Department.

Item 28. Deciding the maximum and minimum class sizes for a particular school. This was said to be a decision mainly controlled by the Superintendent's Office with a high degree of control from both the Principal and the Board. The Teacher(s') control was more moderate with less coming from the Department.

Overview. In the area of decision making relating to school organizational structure, the Board was seen to have major control over only one decision, which related to policy for field trips. However, the degree of control by the Superintendent's Office was perceived to exceed that of the Principal for all but one item, which related to lesson schedules. That item was also the only one over which the Teacher(s) exerted a fairly high degree of control while the control of the Department remained low throughout.

Community Relations

Items 29 through 32 dealt with relationships between the school and the local community. Figure 4.08 illustrates the mean degree of control for each item as reported by the superintendents. Again, except for one item, major control was seen to be with administrators.



D = Education Department
B = School Board
S = Superintendent's Office
P = School Principal
T = Teacher(s)

Figure 4.08 Mean Control for Community Relations

Item 29. Deciding the nature of contact between staff and parents. The Principal appeared to have major control for this issue with a high degree coming from the Teacher(s). More moderate control came from the Superintendent's Office and the Board, while the Department's control was very low.

Item 30. Deciding on the use of the school building by community groups. In this area the Board was seen to be the major controller with fairly high control from the Principal and the Superintendent's Office. Less control was felt from the Teacher(s) and the Department.

Item 31. Deciding whether or not to establish a parent advisory group for a particular school. The Principal was said to have major control with fairly high input from the Board. More moderate control came from the Superintendent's Office and the Teacher(s). The Department's control was much less.

Item 32. Deciding whether or not to release to the public details of school test performances. The Superintendent's Office seemed to be dominant in this decision with a fairly high degree of control from the Board and the Principal. A moderate degree came from the Teacher(s) with less from the Department.

Overview. For items dealing with school/community relationships, the Principal was seen to have major control over two items which dealt directly with parent contact. For one of them, the Teacher(s) also exercised a high degree of control. The other two items relating to community use of schools and school publicity were mainly controlled by the Superintendent's Office and the Board.

General Patterns

Figure 4.09 provides a graphical representation of the patterns of control for the thirty-two decision items. Inspection of the graph reveals that the bulk of control is spread among three organizational levels: the School Board, the Superintendent's Office and the School Principal; with lesser influence being exerted by the Teacher(s) and the Education Department. Table 4.01 illustrates the arrangement of the means for the various organizational levels in terms of the rank order of degree of control over each item.

For twenty-two of the thirty-two items, the Department was reported to have the least control perceived for any of the five organizational levels. The only two items where the Department was seen to have the highest degree of control were setting the broad outline of the curriculum and deciding on the text books to be used for a particular subject. However, its control remained high for decisions

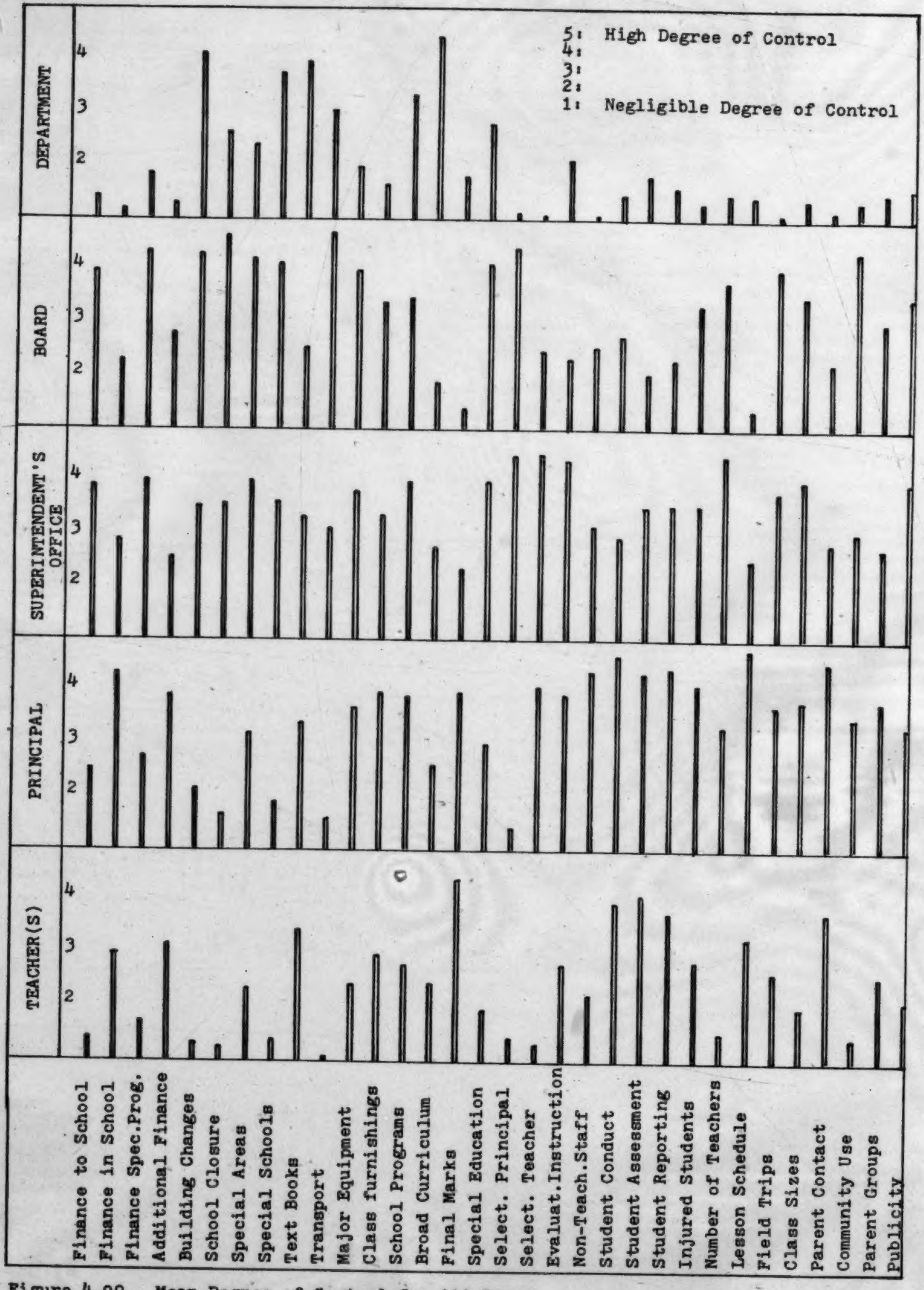


Figure 4.09. Mean Degree of Control for All Items

Table 4.01

Rank Order for Degree of Control 1980

Decision Items	Item No.	Low				High
Finance to Schools	1	D	T	P	S	B
Finance in School	2	D	B	S	T	P
Finance Special Programs	3	T	D	P	S	B
Additional Finance	4	D	S	B	T	P
Building Changes	5	T	P	S	D	B
School Closure	6	T	P	D	S	B
Special Areas	7	D	T	P	S	B
Special Schools	8	T	P	S	D	B
Text Books	9	B	S	P	T	D
Transport	10	T	P	D	S	B
Major Equipment	11	D	T	P	S	B
Class Furnishings	12	D	T	B /	S	P
School Programs	13	T	D	B	P	S
Broad Curriculum	14	B	T	P	S	D
Final Marks	15	B	D	S	P	T
Special Education	16	T	D	P	S	B
Selecting Principal	17	D	P	T	B	S
Selecting Teacher	18	D	T	B	P	S
Evaluating Instruction	19	D	B	T	P	S
Non-Teaching Staff	20	D	T	B	S	P
Student Conduct	21	D	B	S	T	P
Student Assessment	22	D	B	S	T	P
Student Reporting	23	D	B	S	T	P
Injured Students	24	D	T	B	S	P
Number of Teachers	25	D	T	P	B	S
Lesson Schedule	26	D /	B	S	T	P
Field Trips	27	D	T	P	S	B
Class Sizes	28	D	T	B	P	S
Parent Contact	29	D	B	S	T	P
Community Use	30	D	T	S	P	B
Parent Groups	31	D	T	S	B	P
Publicity	32	D	T	P	B	S

SUMMARY

	Number of Items				
	Low				High
B = School Board	3	7	7	4	11
P = School Principal	-	5	10	6	11
S = Superintendent's Office	-	2	11	12	7
T = Teacher(s)	7	14	2	8	1
D = Education Department	22	4	2	2	2

Levels are listed from left to right in ascending order according to the degree of control exerted over the individual decision items. The summary shows the number of times the level occupied a particular position in the rank order.

relating to making changes to school buildings, constructing special schools and the nature of school programs. It was moderate in the areas of school closure, transport arrangements and special education programs.

For Teacher(s), the only area of dominance was seen to be over deciding marks or grades in a high school subject and they were seen to be the level with least control over seven of the thirty-two items. Their control was seen to be high, however, for four issues relating to student reporting, student assessment, student conduct and the nature of contact between staff and parents. Their control was also seen to be fairly high over the distribution of finances within the school, raising extra finance for the school, determining text books, selecting classroom furnishings and deciding the lesson schedule for a school. They had a moderate degree of control over several other items.

Neither the Superintendent's Office nor the Principal was seen to have the least degree of control for any of the thirty-two items. The Superintendent's Office was seen to have the highest degree of control for seven items: determining the school program, selecting a principal, selecting a teacher, setting procedures for evaluation of instruction, deciding the number of teachers for a school together with the maximum or minimum class sizes and deciding whether or not to release information about school test results to the public. Most of the decisions could be said to be administrative in nature although they also have strong educational implications. The degree of control for the Superintendent's Office remained high over many other items and was at least moderate for all items.

The School Principal's degree of control could be considered low for only the three items relating to school closure, student transport and selection of a principal. On the other hand, the Principal had the highest degree of control for the eleven items relating to distributing finance within a school, raising extra funds for the school, class room furnishings, duties for non-teaching staff, student conduct, student assessment, student reporting, injured students, lesson scheduling, the nature of contact between staff and parents and establishing parent advisory groups. His degree of control was high for most other items especially those relating to educational matters and organization within the school.

The Board also had the highest degree of control for eleven items, many of them associated with finance or construction: distributing finance to a school, financing special programs, making additions to buildings, closing a school, designing special areas in schools, building special schools, transporting students to school, selecting major equipment items, funding special education, determining policy for over-night field trips and community use of school buildings. However, the Board was seen to have the lowest degree of control for three items of an educational nature: deciding the broad outline of the curriculum, the appropriate text books and the final grades or marks. Its control was quite low with respect to lesson scheduling and only moderate in many other matters relating to students and internal school matters.

PROVINCIAL DIFFERENCES

The means were next analyzed for substantial differences among the responses from various provinces. A complete list of the means for the degree of control exercised by the five sets of groups or individuals as perceived by the superintendents in each of the four provinces is included in Appendix 4.11.

For any given item twenty means were available; one for each of the four provinces associated with each of the five organizational levels: the Education Department, School Board, Superintendent's Office, School Principal, Teacher(s). For six of the thirty-two items no substantial difference could be found in the mean perceived degree of control at any of the five levels. For twelve of the items, substantial differences occurred at only one of the levels. For seven of the items, substantial differences appeared at two of the levels and for seven items substantial differences were found at three or more levels. This information is summarized in Appendix 4.12.

When, however, the means for each of the five levels for each of the provinces were ranked in order from the level with the lowest degree of control to the level with the highest degree of control, the result emerged that often the rank order of the levels for two provinces was relatively undisturbed in spite of an apparently substantial difference in the degree of control for a particular level in each province. Figure 4.11 illustrates two examples of the type just discussed. The rankings for all provinces are provided in Appendix 4.13.

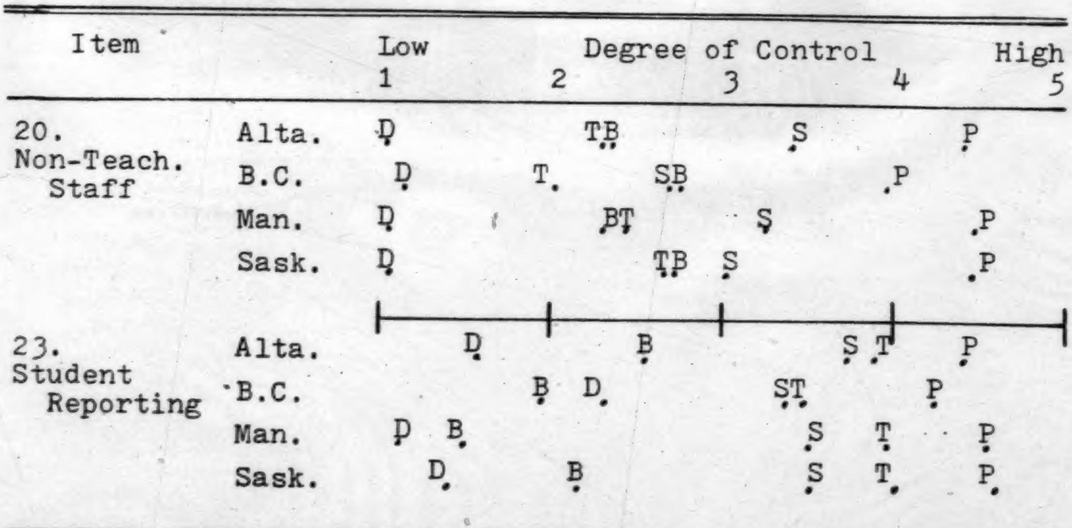


Figure 4.11 Degrees of Control for Provinces Associated with the Five Organizational Levels for Two of the Items

In item 20, dealing with the allocation of duties to non-teaching staff, the principals in British Columbia were perceived to have substantially less control than those in the other provinces. However, they are still seen to exert more control than any other organizational level. In item 23, dealing with procedures for reporting student progress, the only variations which alter the rank order are among organizational levels with a low degree of control. In each case the main pattern of control is unchanged.

Consideration of provincial differences is therefore restricted for the rest of this discussion to a review of items in which a substantial difference appears at some level and this produces a change in the rank order among the levels which are seen to have a high degree of control over the particular decision item. Figure 4.12 illustrates seven items for which this occurs. In item 4 relating to raising additional funds for a school, although the Principal has the main control in each province, with strong input from the Teacher(s), the role of the Board is seen to be substantially greater in Alberta and Saskatchewan than in British Columbia and Manitoba. In item 6, relating to school closure, the Board exerts major control in each province with a high level of control from the Superintendent's Office. However, the Departments in Alberta and British Columbia are seen to have much more control than those in either Saskatchewan or Manitoba. In item 9,

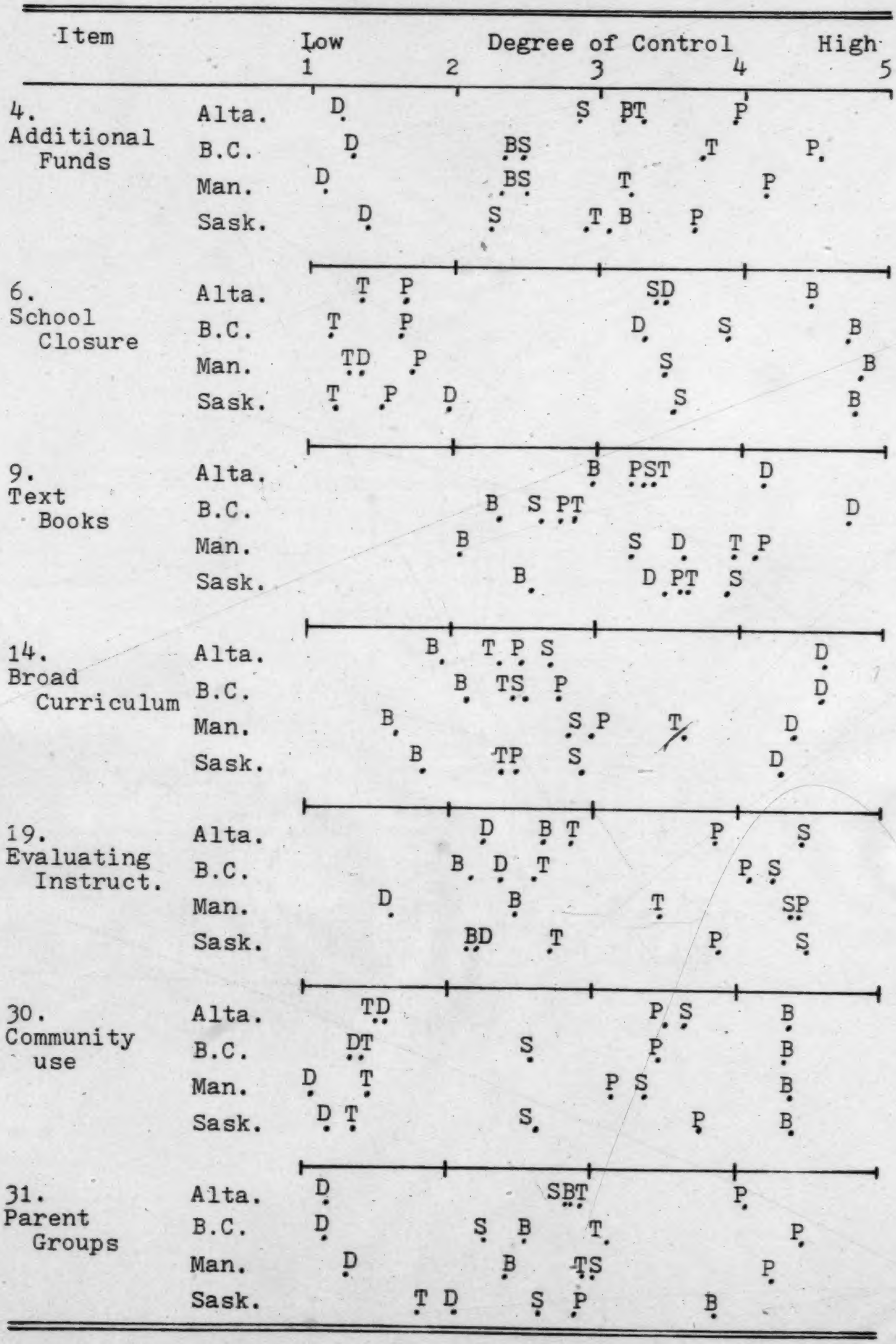


Figure 4.12 Degrees of Control for Provinces associated with the Five Organizational Levels for Seven Items.

relating to decisions about text books, several differences are evident. The Department is clearly seen to hold the main control in Alberta and British Columbia. This is seen to lie with the Principal and Teacher(s) in Manitoba and with Superintendent's Office, Teacher(s) and Principals in Saskatchewan, even though the Department's control is still fairly high in each of these provinces.

Item 14 deals with decisions about the broad outline of the curriculum for a particular subject. Similar patterns of control occur in each province with one exception. Teacher(s) are seen to have substantially more control over this type of decision in Manitoba than in any other province.

For item 19 relating to decisions about the evaluation of instruction, Manitoba again appears to differ from the other provinces. The principal is seen to have the most control over this decision while the Superintendent's Office holds most control for the other provinces. Also, the Teacher(s) are seen to have far more control in Manitoba than in the other provinces.

In item 30 relating to community use of school buildings, the degree of control by the Superintendent's Office is seen to exceed that of the Principal in Alberta and Manitoba, but to be substantially less in British Columbia and Saskatchewan.

In item 31 which deals with decisions about the establishment of a parent advisory group, Saskatchewan appears to differ from the other provinces where the main control over this decision is quite clearly seen to be held by the Principal. In Saskatchewan, the main control is held by the Board with the Principal's degree of control being much less. The degree of control for the Teacher(s) is also substantially less in Saskatchewan than in the other provinces.

Differences are evident among the provinces in the degrees of control exercised by the various organizational levels of Education Department, School Board, Superintendent's Office, School Principal and Teacher(s). However, these do not appear to cause a serious disturbance in the main patterns of control except for the seven items discussed. In very few items is the greatest degree of control held by the Department or the Teacher(s) for any of the provinces. Deciding the broad curriculum outline is the only item where the Department has the greatest degree of control for all provinces. Distributing the final grades or marks in a high school subject is the only item over which Teacher(s) are seen to exercise the greatest degree of control for all provinces.

Control of the items tends to be spread among the other three levels with the Board being seen as the main controller of most items in Saskatchewan while the Principal has main control of most items in British Columbia and Manitoba. Neither the Principal nor the Superintendent's Office is seen to have least control over any items in any province, although this occasionally occurs for the Board. The Board is seen to have least control over text books and broad curriculum outlines for all provinces.

In all provinces the Board appears to have the main control over items involving major funding while professional and educational matters appear to be largely a shared responsibility of the Principal and the Superintendent's Office.

DIFFERENCES AMONG DISTRICTS

The next step in the analysis of data was to determine whether differences could be found among the responses of superintendents from different types of districts. The responses were grouped in three ways: according to size of district, the type of employment for the superintendent and the type of area served.

Size of Districts

The responses were divided into groups according to the size of the district from which the responses came. The means of the responses were again calculated and inspected to detect differences among the responses referring to the perceived degree of control for a particular organizational level among the various districts. For each item, twenty-five means were obtained: one from each of the five sets of superintendents grouped according to size of district for each of the five organizational levels of Education Department, School Board, Superintendent's Office, School Principal and Teacher(s). The sizes for groupings were taken from the questionnaire where the superintendents had been asked to indicate size of district in terms of numbers of students. The five categories were: 0-999 students, 1,000-2,999 students, 3,000-4,999 students, 5,000-14,999 students and 15,000 or more students.

However, as in the case of the provinces, the substantial differences in degree of control sometimes occurred among responses applying to levels with a low degree of control for the particular item. This did little to alter the main pattern of control. On other occasions the differences did not change the relative pattern for the levels when they were ranked in order from the level with the lowest degree of control to that with the highest degree of control.

Consequently, only those cases are reported in detail where a substantial difference in the perceived degree of control at a particular level altered the pattern of control among the levels which were perceived to have a high degree of control over a particular decision item. The other cases where differences occurred are summarized in Appendix 4.21.

In all, substantial differences were found among responses at the School Board level for nine items and at the Teacher(s) level for five, but at the other levels of Department, Superintendent's Office and Principal for only one each. For only two of the items were differences found at more than one level. The main patterns of control varied as a result of these differences for five items. These are illustrated in Figure 4.21.

In item 1 dealing with the allocation of funds to a school from a school district, the Boards in the districts with 15,000 or more students were seen to have less control than those in smaller districts. Major control for this item rested with the Superintendent's Office in three of the five categories of district.

In item 18, dealing with the selection of a teacher, the Boards from the two categories of districts with the highest number of students had substantially less control than those in the two categories with the lowest number of students. This did not necessarily disturb the main pattern of control, but it placed the Board below the Teacher(s) in rank order of control for districts with 15,000 or more students. The Superintendent's Office was

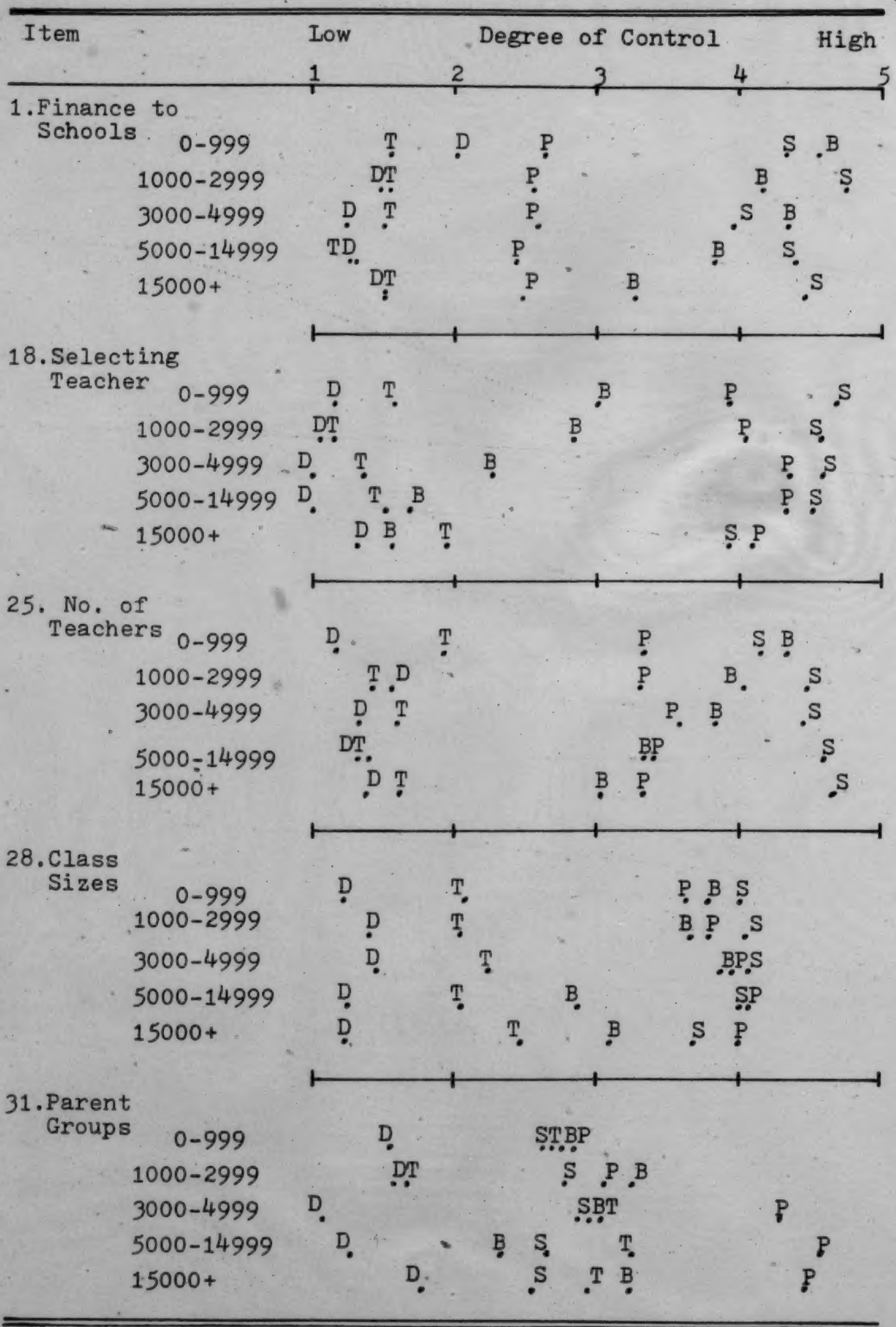


Figure 4.21. Comparison of Degrees of Control by District Size

seen to have the highest degree of control over this item in all except the largest districts where the Principal's degree of control was seen to exceed slightly that of the Superintendent's Office.

In item 25, dealing with determining the number of teachers for a school, the degree of control for the Board appeared to diminish as districts increased in size. Only in the smallest districts did it have the major control over this item. This control was held by the Superintendent's Office in all other categories of district. In large districts, those with 5,000 students or more, the degree of control by the School Board was seen to be slightly less than that by the School Principal.

In item 28, relating to setting maximum and minimum class sizes, the degree of control for the Board was seen to be substantially lower in both categories of district with 5,000 or more students, than it was in the smaller districts.

Item 31 dealt with decisions about establishing a parent advisory group. The degree of control for the Principal in the three categories of districts with 3,000 or more students was substantially greater than that in the two smaller categories of district.

For several of the items discussed, the relative balance in the degree of control appeared to shift from the Board to its officers as the districts increased in size. The degree of control for the Principal also increased relative to that of the Board for the larger-sized districts. However, fewer differences appeared to be related to size of district than to the province in which the district lay.

Superintendent's Employment

The responses were divided into two groups, according to whether the superintendent was employed by the provincial government or by the local School Board. The means were then examined to detect substantial differences between the two groups of respondents associated with any of the five organizational levels. These are summarized in Appendix 4.22.

Very few differences appeared which produced a variation in the main patterns of control, although the locally employed officers saw the Superintendent's Office as having a higher degree of control than that perceived by the provincially employed officers for five of the items. These related to procedures to raise extra finances for a school, selection of a principal for a school, policy for over-night field trips, the community use of school buildings and establishment of a parent advisory group. However, for these five items only one change occurred that affected the main patterns of control. In selecting a principal the locally employed superintendents saw the Superintendent's Office as exercising more control than the Board while for the provincially employed officers this order was reversed.

The only other item where a change in the main pattern of control was observed was in deciding whether or not to make additions to a school building. Here the provincially employed officers saw this as a matter where the highest degree of control was exercised by the Education Department, while the locally employed officers saw the greatest control resting with the School Board.

Type of Area Served

The responses were next analyzed to detect differences among districts grouped according to whether the area which they served was primarily city, country or rural. The differences found are summarized in Appendix 4.23.

The Board in rural areas for several items was seen to have a higher degree of control than that for the Boards in the town or city areas. Also, the Teacher(s) in city areas were sometimes seen to have higher degrees of control than those in other areas. These differences, however, seldom disturbed the main patterns of control. Less variation in pattern of control appeared to be associated with type of area served than with size of district.

SUMMARY

When analysis was undertaken of the means of the responses from the superintendents, with respect to their perceptions of the degree of control over thirty-two educational decisions, the main control for the large majority of items was found to be distributed among the School Board, the School Principal and the Superintendent's Office. The Teacher(s) held the highest degree of control only for the item associated with awarding final marks or grades in a high school Subject. The Department held the highest degree of control for only two items associated with setting text books for a particular subject and determining the broad outline of the curriculum.

Neither the Superintendent's Office nor the School Principal was seen to have the lowest degree of control over any item, although this was seen to be the case with respect to the School Board for three items. The Board's main areas of control appeared to be with respect to matters involving funding at the central level. The Principal had most control over internal school matters especially those associated with students. Many of the matters over which the Superintendent's Office had the highest degree of control were of an administrative nature.

Some differences could be found among the responses for superintendents from different provinces and occasionally these produced a change in the main pattern of control for a particular decision item. The Department was seen to have more control over school closures and text book selection in Alberta and British Columbia than in Manitoba and Saskatchewan. The Board has more control over the raising of additional school finance in Alberta and Saskatchewan than in Manitoba and British Columbia. The Superintendent's Office has more control over the community use of school buildings in Alberta and Manitoba than in British Columbia and Saskatchewan. The Principals in Manitoba appeared to have more control than the Principals in other provinces over procedures for evaluation of instruction. Teacher(s) in Manitoba also have more control than those in the other provinces over evaluation procedures and over the broad outline of the curriculum.

Saskatchewan varies from other provinces in the pattern of control over decisions regarding the establishing of parent advisory groups. In Saskatchewan, the highest degree of control was held by the Board, while in other provinces it was held by the Principal.

Some differences were also evident with respect to size of district but these were fewer than those for the provinces. In several items of an administrative nature the degree of control by the Board appeared to lessen as the districts increased in size.

Superintendents employed by the local School Authority saw the Superintendent's Office having a substantially higher degree of control than that perceived by provincially employed officers for five of the thirty-two items.

Chapter 5

CHANGES IN DEGREES OF CONTROL FOR THE PERIODS 1975-1980 AND 1980-1985

A major research question in the study was associated with ascertaining the extent to which changes were perceived to have occurred in the degree of control over educational decisions during the period 1975-1980 and the extent to which changes could be expected in the next five years, 1980-1985.

This chapter contains a comparison of responses associated with the superintendents' perceptions of the degree of control exerted by the five organizational levels of Education Department, School Board, Superintendent's Office, School Principal and Teacher(s) for three points in time. The superintendents were asked to indicate their perceptions of the degree of control over thirty-two decision items for Spring 1980, their recollections of the degree of control over the same items for 1975 and their predictions of the degree of control for 1985.

The first section of the chapter is directed at analyzing responses for all superintendents. The second section contains an examination of responses to determine whether substantially different changes have taken place in the four western provinces. The final section is spent in discussing variation among districts with differing characteristics.

CHANGES IN THE GENERAL DEGREE OF CONTROL

The means for the responses of all superintendents were calculated and are summarized in Appendix 4.01. Any difference between the means for the responses indicating the degree of control by a particular organizational level in 1975, 1980 or 1985 would indicate a perceived change in the degree of control. A summary of the items for which substantial change was indicated is provided in Table 5.01.

Changes for the Education Department

The degree of control by the Education Department was perceived to have decreased in the period 1975-1980 with respect to six items relating to special features for schools, selecting text books, deciding classroom furnishings, deciding the distribution of final marks or grades in a High School subject, determining the number of teachers needed by a school and setting maximum and minimum class sizes. The predictions indicated an expectation of a decrease for four items in the period 1980-1985. These items related to changes to school buildings, special areas for schools, selection of text books and decisions about classroom furnishings. Three of these were items

Table 5.01

Changes in Mean Degree of Control for All Respondents

ITEM	1975-1980										1980-1985									
	DECREASE					INCREASE					DECREASE					INCREASE				
#	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.		*						**	***	***		*							***	***
2.		***	**						***	***		***	**						***	***
3.								**	***	***									***	***
4.		*							***	***									**	***
5.								**	***	**	**							*		***
6.									***	***									*	*
7.	***								***	***	**								***	***
8.							***	***	***	***							***	***	**	***
9.	***						***	**	***	***	***						***		**	***
10.								**	**									*	**	*
11.		*							***	***		**							***	***
12.	**	**							***	***	***	*	*						***	***
13.							***	**	***	***									***	***
14.								**	***	***									**	***
15.	**						*			***						***	*			
16.						**	***	***	***	***									***	***
17.								*	***	***		*							***	***
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30.						***			***	*						***			***	***
31.							***	**	***	***							*	**	*	***
32.								**	**	***						**			*	**

*=change significant at the 0.05 level
**=change significant at the 0:01 level
***=change significant at the 0.001 level

D=Education Department
B=School Board
S=Superintendent's Office
P=School Principal
T=Teacher(s)

where the decline in degree of control had already been perceived for the earlier period.

The Department was seen to have increased its control over only three items in the period 1975-1980. These related to school programs for physically or mentally handicapped students, procedures for assessing student progress and community use of school buildings. The predictions, however, were that it would increase its degree of control over seven items in the period 1980-1985. These related to the distribution of marks in a high school subject, procedures to evaluate instruction, student assessment procedures, student reporting procedures, class sizes, community use of school buildings and publicity associated with school test results. Several of these predicted increases could be speculated to be associated with an anticipation in some provinces that departmentally set external examinations might be reintroduced as a measure of student achievement and teacher effectiveness. The predicted increase in control over distribution of marks and class sizes reflects a reversal of the trend perceived for the previous time period.

An overview of the mean responses seemed to indicate a perception that the Department's degree of control has decreased or would decrease over several items relating to structural building changes but has increased or would increase over several items of an educational nature mainly related to measuring and reporting student progress.

Changes for the School Board

The next step in the analysis was to examine the means of responses related to the perceived degree of control by the School Board. The Board was seen to have decreased its control in the period 1975-1980 over six items related to allocating funds to schools, distributing funds within schools, raising additional funds for a school, selecting major equipment or class furnishings and selecting a teacher to fill a vacancy for a school. The decrease was predicted to continue in the period 1980-1985 for the four items dealing with funding for schools, funding in schools, equipment and furnishings. The degree of control was also expected to decrease with respect to the selection of a principal.

The degree of control by the Board was perceived to have increased in the period 1975-1980 with respect to eleven items. These were related to special schools for the handicapped, choosing text books, distributing marks or grades, special education programs, evaluating instruction, procedures for injured students, parent/staff contacts, formation of parent advisory groups, class sizes, student assessment and the general school program. This control was predicted to continue to increase in the period

1980-1985 over the first eight of these items just listed.

The overall indication was of a perception that the Board had decreased or would decrease its degree of control over several matters related to administrative decisions about funding and equipment, and staffing, but had increased or would increase its degree of control over several matters of an educational nature.

Changes for the Superintendent's Office

For the Superintendent's Office substantial decrease in the perceived degree of control was indicated for only one item in the period 1975-1980. This item was related to distributing expenditure within a school and the degree of control over this item was predicted to continue to decrease for the period 1980-1985 along with decreases in control over class furnishings and selecting teachers.

On the other hand, the degree of control for the Superintendent's Office appeared to have increased over sixteen items. Three of these were associated with community relations, seven covered administrative matters ranging from distribution of funds and building construction to selection of principals and setting staff numbers for a school. The other six items were educational matters and dealt with selection of text books, determining school programs, outlining curricula, special educational programs, evaluation of instruction and student assessment. The predictions indicated that the degree of control was expected to continue to increase in 1980-1985 over two of the community relations items, three of the administrative items but not over the educational items. Student conduct was the only other area expected to come under increased control from the Superintendent's Office for this period.

In all, the Superintendent's Office was reported to have increased its control over half the decision items in the period 1975-1980 but to have decreased its control over only one. The increased control was seen to have been split mainly between administrative matters and educational matters with some focusing on school/community relations. For the period 1980-1985 more modest estimates of increase in control were predicted and these were related to administration or community relations.

Changes for the School Principal

No substantial decreases appeared to have occurred in the degree of control exercised by the Principal for the period 1975-1980 and none were predicted for 1980-1985. On the other hand, the Principal was said to have increased his degree of control over thirty of the thirty-two decision items during the period, 1975-1980. These covered all matters except lesson scheduling and distributing grades or marks within a high school subject. His control over these two was already quite high.

The Principal's degree of control was predicted to continue to increase during 1980-1985 for all but seven of the thirty-two items. Four of those seven related to student affairs where the Principal was already the main controller of the decisions.

The overall pattern showed a perception of a general increase in the degree of control by the Principal over most matters during the previous five years and a prediction that this would continue into the next five years.

Changes for the Teacher(s)

The pattern of change for the Teacher(s) was similar to that for the Principal. No decreases in degree of control were perceived for 1975-1980 or predicted for 1980-1985. Increases in degree of control by the Teacher(s) in the period 1975-1980 were perceived for all but one item, relating to student transportation. Increases were predicted for the period 1980-1985 for all but three items relating to determining final marks or grades in a high school subject, student assessment practices and procedures affecting injured students. The variation associated with distributing final marks or grades is predicted for the only item where teachers at present held the greatest degree of control among all levels. The change would not alter this pattern.

In general, the perceptions of past change and predictions for future change reflected a gradual and continuing increase in the degree of control by Teacher(s) over almost all of the thirty-two decision items.

Overview

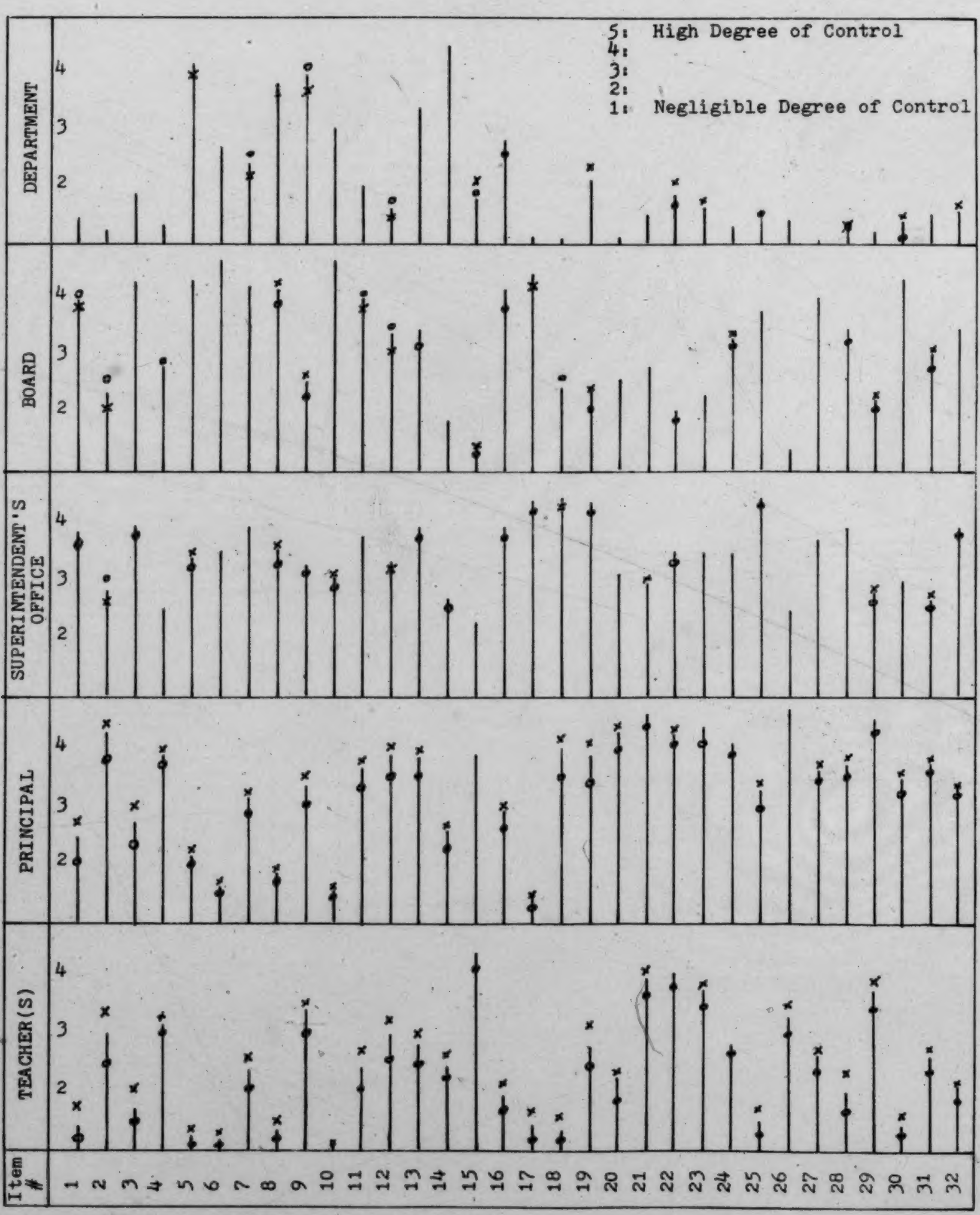
The increases in degree of control over educational decision items took place, and were predicted to continue to take place, mainly at the school level. They were associated with both the Principal and the Teacher(s). Although the Superintendent's Office was seen to have increased its control over half of the items in the period 1975-1980, that office was expected to continue to increase its control over far fewer items in the next five years and, in fact, some decreases were predicted for the Superintendent's Office.

A few increases were seen or predicted for the Board and the Department but the majority of decreases in degree of control also appeared to be associated with these two levels.

These changes might lead one to assume a general decentralization of educational decision making and a gradual transfer of control to the school. However, before accepting that position a survey has to be taken not only of the changes themselves, but also the actual degree of control held before the change took place. When this is done, less dramatic variations are detected. For many of the items the change in degree of control is not sufficient to vary the main pattern of control for the item. Figure 5.01 illustrates both the degree of control held by each level over each decision item for 1980 and any substantial change from that degree for either 1975 or 1985. Table 5.02 indicates the pattern obtained for the rank orders for degree of control by each of the five organizational levels in 1980 and any changes from those patterns for 1975 and 1985.

The increases in degree of control by the Teacher(s) in 1975-1980 altered their rank order for three items where their degree of control was very low anyway, and for only two items did they move into a position high in the rank order of degree of control. These were for control over distribution of funds within a school and selection of text books. On no occasion did the relative position of the Principal alter in the period 1975-1980 despite increases in the degree of control over nearly all items.

For the period 1980-1985 the Teacher(s) were expected to move into a relatively high position in the rank order of degree of control for one only item associated with selecting class furnishings. Major improvements in the rank order of degree of control were predicted for the Principal with respect to three items.



Line = Mean Degree of Control for 1980
o = Mean Degree of Control for 1975 where substantially different
x = Mean Degree of Control for 1985 where substantially different

Figure 5.01 Changes in Degree of Control for All Respondents

Table 5.02

Rank Order for Degree of Control for 1980 with Changes indicated for 1975 and 1985

	1975					1980					1985				
Decision Items	Low				High	Low				High	Low				High
Finance to School	T	D	-	-	-	D	T	P	S	B	-	-	-	-	-
Finance in School	-	T	B	S	-	D	B	S	T	P	-	-	-	-	-
Finance Special Program	-	-	-	-	-	T	D	P	S	B	D	T	-	-	-
Additional Finance	-	-	-	-	-	D	S	B	T	P	-	-	-	-	-
Building Changes	-	-	-	-	-	T	P	S	D	B	-	-	-	-	-
School Closure	-	-	-	-	-	T	P	D	S	B	-	-	-	-	-
Special Areas	T	D	-	-	-	D	T	P	S	B	-	-	-	-	-
Special Schools	-	-	-	-	-	T	P	S	D	B	-	-	-	-	-
Text Books	-	T	-	S	-	B	S	P	T	D	-	-	-	-	-
Transport	-	-	S	D	-	T	P	D	S	B	-	-	-	-	-
Major Equipment	-	-	-	-	-	D	T	P	S	B	-	-	S	B	P
Class Furnishings	-	-	S	B	-	D	T	B/	S	P	-	B	S	T	-
School Program	-	B	D	-	-	T	D	B	P	S	-	-	-	S	P
Broad Curriculum	-	-	-	-	-	B	T	P	S	D	-	-	-	-	-
Final Marks	-	-	-	-	-	B	D	S	P	T	-	-	-	-	-
Special Education	-	-	-	-	-	T	D	P	S	B	-	-	-	-	-
Selecting Principal	-	-	-	S	B	D	P	T	B	S	-	-	-	-	-
Selecting Teacher	-	-	-	-	-	D	T	B	P	S	-	-	-	-	-
Evaluating Instruct.	-	-	-	-	-	D	B	T	P	S	-	-	-	-	-
Non Teach. Staff	-	-	-	-	-	D	T	B	S	P	-	-	-	-	-
Student Conduct	-	-	-	-	-	D	B	S	T	P	-	-	-	-	-
Student Assessment	-	-	-	-	-	D	B	S	T	P	-	-	-	-	-
Student Report	-	-	-	-	-	D	B	S	T	P	-	-	-	-	-
Injured Students	-	-	-	-	-	D	T	B	S	P	-	-	-	-	-
Number of Teachers	T	D	-	-	-	D	T	P	B	S	-	-	-	-	-
Lesson Schedule	-	-	-	-	-	D/	B	S	T	P	B	D	-	-	-
Field Trips	-	-	-	-	-	D	T	P	S	B	-	-	S	P	-
Class Sizes	-	-	-	-	-	D	T	B	P	S	-	-	-	-	-
Parent Contact	-	-	-	-	-	D	B	S	T	P	-	-	-	-	-
Community Use	-	-	-	-	-	D	T	S	P	B	-	-	-	-	-
Parent Groups	-	-	-	-	-	D	T	S	B	P	-	S	T	-	-
Publicity	-	-	-	-	-	D	T	P	B	S	-	-	-	-	-

B=School Board

P=School Principal

S=Superintendent's Office

T=Teacher(s)

D=Education Department

/=Equal Control

For 1980 the levels are listed in the rank order of their degrees of control over the various decision items. The degree of control is listed from left to right according to whether it is low or high. Where the order differs in 1975 or 1985 such variations are listed.

These were associated with selecting major equipment items, determining the school program and arrangements for overnight field trips. No other major changes were indicated in the patterns of relative degrees of control.

The increases in degrees of control for Principals and Teacher(s) were indicated both for items where they had low control and where they had high control but few of these increases altered the overall patterns in the rank orders of the levels with respect to the degree of control. A possible explanation of these facts is that the increases reflect greater participation in the decision making by these two groups and a more influential involvement which does not necessarily detract from the degree of control exercised by other groups except in the few instances indicated.

For two of the items increases in control had been perceived at all five organizational levels from 1975 to 1980. These related to incorporating special programs for handicapped children into a school program and determining procedures for student assessment. This could be associated with a general increase in interest in this area with all levels taking part in determining the solution for the particular problems to a greater extent than had been previously the case.

An increase in the degree of control which a particular organizational level was exerting over an educational decision probably indicated that persons at that level were having more influence over a particular decision than previously. It did not necessarily indicate that they had gained major control over that particular item. Most of the increases found did little to disturb the rank order among the levels for the degree of control.

CHANGES IN THE PROVINCES

Attention shifted next to focus on changes in the degree of control as reported by superintendents in each of the four western provinces. Changes for 1975-1980 and for 1980-1985 were noted and compared to judge if trends in the first period carried on into the second period. In the discussion which follows each province is considered separately before attempting to gain an overview.

Changes in Alberta

Table 5.11 indicates the changes for Alberta. The degree of control for the Education Department was perceived to have declined in the period 1975-1980 over four items relating to changes to school buildings, deciding on special areas in buildings, selecting text books and classroom furnishings. This decline was expected to continue into 1980-1985 for the first three of these items. However, the Department's degree of control was seen to

Table 5.11

Changes in Mean Degree of Control for Alberta

	1975-1980										1980-1985									
	Decrease					Increase					Decrease					Increase				
Item #	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.						*			***	**						*			***	***
2.		**						*	***	***			*						***	***
3.									***										***	***
4.									*	**									*	**
5.	*						*	*	**	**	**						*		*	
6.						***			**	*										
7.	*								**	***	*								**	**
8.							**	**	**	***							**			
9.	*							**	***	***	*						*		*	*
10.									*										**	
11.									***	***									***	***
12.	*								***	***			*						***	***
13.							*	**	***	***									*	**
14.									**											
15.							*	*							***	***				
16.							*		*	*									*	**
17.									*	*									**	***
18.			*						***											**
19.							*		***	***						***	*		***	***
20.										***									**	*
21.									*	***								*		***
22.						***	**	***								***				
23.						***				***						***				
24.							**		*	**										*
25.									**	**									**	**
26.						*				***						*				***
27.										**									*	**
28.							*		***	***						*			**	***
29.									*	**										*
30.						***			*							***				***
31.									*	*							*			*
32.										*						***				**
Total	4	1	1	0	0	6	9	7	25	25	3	0	2	0	1	9	5	1	18	24

D=Education Department
B=School Board
S=Superintendent's Office
P=School Principal
T=Teacher(s)

*=change significant at the 0.05 level
**=change significant at the 0.01 level
***=change significant at the 0.001 level

have increased with respect to six items associated with allocating funds to schools, student assessment, student progress reports, lesson scheduling, community use of buildings and school closure. This increase was expected to continue for the first five of these items along with increases in control over awarding of final marks or grades, evaluation of instruction and class sizes. The overall picture was of a perceived or expected increase in the degree of control by the Education Department over quite a range of items of an educational nature.

The School Board's degree of control was seen to have decreased in the period 1975-1980 over only one item related to the distribution of funds within a school and no further decreases were expected for 1980-1985. Its control was perceived to have increased over nine items covering changes to buildings, establishing special schools, procedures for evaluating instruction, school programs, distributing final grades or marks in a high school subject, special programs for handicapped children, student assessment, procedures for injured students and class sizes. This increase was expected to continue for the first three of these items and increases were predicted also for two items related to text book selection and formation of parent advisory groups.

For the Superintendent's Office one decrease in degree of control relating to the selection of a teacher to fill a school vacancy was seen to have occurred in the period 1975-1980 and two were predicted for 1980-1985 relating to distribution of funding within a school and selection of classroom furnishings. Over seven items the Superintendent's Office was reported to have increased its degree of control in 1975-1980. These covered distributing funds within a school, making changes to buildings, establishing special schools, selecting text books, school programs, determining final grades or marks and student assessment. Increases for 1980-1985 were predicted only with respect to the items relating to student conduct.

For the Principal, decreases in degree of control were neither perceived in 1975-1980 nor predicted for 1980-1985. On the other hand, increases were seen to have taken place in twenty-five of the thirty-two items in 1975-1980 and were predicted for eighteen items in 1980-1985. These increases were associated with all four items relating to financial matters and all four items relating to supplies and equipment for both periods of time. They covered four building items for 1975-1980 and two of these for 1980-1985, three curriculum and instruction items in 1975-1980 and two for 1980-1985, three items on personnel management in each time period, two on student management in the first period with one in the second period, two items on organization for the first period with three for the second period, and for three community relations items the increased control was seen only for the first period. The general picture was of a steady and continuing increase in the degree of control by the Principal.

As for the Principal, the Teacher(s) were said to have increased their degree of control during 1975-1980 over twenty-five items spread across all categories. Increases were predicted in their control over twenty-four items during 1980-1985. It was notable, however, that the degree of control for the Teacher(s) was predicted to decrease over the item related to distributing final marks or grades in a high school subject; an item where the Department's degree of control was predicted to increase. No increases were predicted for the Teacher(s') control over student assessment and reporting, two other areas where increases were predicted for the Department.

The pattern of change perceived or predicted for Alberta also indicated most increases in degree of control taking place at the school levels. However, it indicated increases for the Department over several areas, especially those associated with student assessment, marking and reporting. This is probably a reflection of the change seen or expected from a series of government inquiries into proposals to reintroduce provincially administered external examinations.

Changes in British Columbia

Changes in the degree of control relating to British Columbia are indicated in Table 5.12. Here the Department was perceived to have decreased its degree of control during 1975-1980 over two items relating to special areas in school buildings and methods of reporting student progress. For the period 1980-1985 decreases were predicted to continue for the first item and also to occur for the item related to deciding on major equipment items for a school. Increases were seen to have taken place over three items: special educational programs in schools, student assessment procedures, and publicity associated with school test results. No increases were predicted for 1980-1985.

For the School Board no decreases were seen or predicted for either period. No increases were perceived for 1975-1980 but increased degree of control was predicted for 1980-1985 over four items connected with distributing final marks or grades, special education programs, procedures for injured students and contact between staff and parents.

For the Superintendent's Office, one decrease was reported in 1975-1980, relating to degree of control over

Table 5.12

Changes in Mean Degree of Control for British Columbia

Item #	1975-1980										1980-1985									
	Decrease					Increase					Decrease					Increase				
	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.									***	*									**	**
2.			*							***										***
3.										**									*	**
4.										*										*
5.																				*
6.																				
7.	**								***	**	*								***	***
8.																		*		*
9.																		*		
10.																				
11.										**	*									*
12.									*	**										**
13.																				
14.																				*
15.										*							*	*		
16.						*											*			**
17.										***										**
18.									**	**										**
19.								*	**											***
20.									**	**									*	*
21.										***										
22.						*														
23.	*									**										
24.																	*			
25.									*	*									*	
26.										***										*
27.																				
28.										**										*
29.										**							*			
30.																				
31.										*										*
32.						*														
Total	2	0	1	0	0	3	0	1	7	18	2	0	0	0	0	0	4	3	5	18

D=Education Department
B=School Board
S=Superintendent's Office
P=School Principal
T=Teacher(s)

*=change significant at the 0.05 level
**=change significant at the 0.01 level
***=change significant at the 0.001 level

distribution of funds within a school but none were predicted for 1980-1985. One increase was seen for 1975-1980 over procedures to evaluate instruction and three were predicted for 1980-1985 over establishing special schools, deciding text books, and distributing final marks or grades.

No decreases were said to have occurred for either the Principal or the Teacher(s) in the period 1975-1980 and none were predicted for 1980-1985. The Principal was judged to have increased his control over seven items, three of which were associated with personnel management. Increases were predicted for the Principal over five items, four of which were items where increases had already occurred in the previous period.

The Teacher(s) were seen to have increased control over eighteen items in 1975-1980 and were expected to increase their control over eighteen items in 1980-1985. These items covered all of the funding items and most of the personnel items in both periods. Increases were reported over three organizational items in the first period and two were predicted in the second period. Another area where several increases would be expected in the second period was capital expenditure associated with major building.

Again, no decreases in degree of control were associated with the school levels and the majority of increases were related to these levels.

Changes in Manitoba

The changes associated with the degree of control over educational decisions as reported by the superintendents from Manitoba are indicated in Table 5.13. The only decreases seen for 1975-1980 were in three items for the Department, and three items for the Board. Two of the items in each case were associated with capital expenditure, supplies and services. The other Department item dealt with building and the other Board item dealt with funding. The only decreases predicted for 1980-1985 were over one item for the Department, classroom furnishings, one item for the Board, selection of a principal, and one item for the Superintendent's Office, determining school programs.

Perceived increases during 1975-1980 in the degree of control for organizational levels outside of the school were restricted to an increase for the Board associated with student assessment and two for the Superintendent's Office associated with transport and special educational programs. No increases outside of the school levels were predicted for 1980-1985.

For the Principal, increases were perceived over seventeen items in 1975-1980 spread across every category of items except capital expenditure. Increases were predicted for six items in 1980-1985.

Table 5.13

Changes in Mean Degree of Control for Manitoba

	1975-1980										1980-1985									
	Decrease					Increase					Decrease					Increase				
Item #	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.									***	*										**
2.		**							***	***									*	***
3.									*	*										*
4.																				
5.																				
6.																				
7.	*																			
8.																				
9.	**									**										
10.								*												
11.		*								**										***
12.	*	*							*	**	*									**
13.									**	*			*							**
14.										**									*	
15.										*										
16.								*	**	**										**
17.										**		*								**
18.									***	*									*	**
19.									*	***									*	***
20.									**	***										***
21.									*	**										**
22.							*		**	***										*
23.									*	**										
24.									*	*										
25.									*	**										*
26.										***										*
27.										**										
28.									**	*										**
29.										***									*	*
30.									**											
31.									**	**										**
32.										**									*	
Total	3	3	0	0	0	0	1	2	17	25	1	1	1	0	0	0	0	0	6	18

D=Education Department
B=School Board
S=Superintendent's Office
P=School Principal
T=Teacher(s)

*=change significant at the 0.05 level
**=change significant at the 0.01 level
***=change significant at the 0.001 level

For the Teacher(s), increases in degree of control were perceived over twenty-five items in the first period. These covered all four items associated with curriculum and instruction, personnel management, student management and organizational structure. They included three out of four items in each of the other categories, except for capital expenditure, where no change in degree of control was reported. In the second period, increases were predicted for eighteen items, again scattered over all categories except capital expenditure.

Furthermore, the few decreases in degree of control were seen to take place for organizational levels lying outside the school. Increases were perceived or predicted to be associated mainly in the degree of control of the Principal or the Teacher(s). The only category of items where no change was envisaged during either period in the degree of control by these levels was that associated with capital expenditure.

Changes in Saskatchewan

Changes in the degree of control for Saskatchewan are indicated in Table 5.14. Decreases in the degree of control by the Education Department during the period 1975-1980 were seen for ten items. They included evaluation of instruction, awarding of marks or grades and procedures for student assessment and reporting as well as items spread across all categories except community relations. For three of the items relating to school closure, school programs and selection of text books, the decrease in control was expected to continue during the period 1980-1985. The only item for which an increase in the degree of control by the Department was indicated was related to the formation of parent advisory groups during 1975-1980.

For the Board, decreases were perceived for the period 1975-1980 in four items related to funding within schools, equipment, furnishings and selection of teachers. The decreases were expected to continue for these four items in 1980-1985 as well as decreases in the degree of control over distribution of funds to schools and methods of raising extra funds by the school.

For the Superintendent's Office, no decrease was perceived for 1975-1980 and the only decrease predicted for 1980-1985 was with respect to control over distributing funds within a school. Increases, however, were perceived to have occurred in the first period for ten items. Three of these items were in the organizational category and two were in each of the capital expenditure and curriculum/ instruction categories. Increased control was predicted for only one item during the second period.

With respect to the Principal, a pattern emerged of no decreases in either period but with increases

Table 5.14

Changes in Mean Degree of Control for Saskatchewan

	1975-1980										1980-1985									
	Decrease					Increase					Decrease					Increase				
Item #	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.									***			**							***	***
2.		***							***	***		**	*						***	***
3.	**								***	**									***	***
4.									*			*							**	**
5.									*											**
6.	***							**			*									
7.									**	**										***
8.								**	*											*
9.	**								*	**	**									*
10.								*	*											
11.		*							***	***		*							**	***
12.		*							***	***		**							**	***
13.	*						*		***	***	*								***	***
14.								**	**	*							**		*	***
15.	***									***										
16.							**	*	***	**									**	**
17.									*										*	*
18.		*							***			**							**	***
19.	***							*	***	**							**		***	***
20.									***	***									**	**
21.									**	**										*
22.	*								*											*
23.	**								***	***										
24.										**										
25.	***							*	***	*									*	**
26.	*								*	**										*
27.								*	***	**									***	*
28.	**							*	***	***										***
29.							**	*	**	**								*		**
30.									**										**	*
31.						**	*			*									*	*
32.									**	**										
Total	10	4	0	0	0	1	4	10	28	22	3	6	1	0	0	0	2	1	17	26

D=Education Department
B=School Board
S=Superintendent's Office
P=School Principal
T=Teacher(s)

*=change significant at the 0.05 level
**=change significant at the 0.01 level
***=change significant at the 0.001 level

perceived for the degree of control over twenty-eight items during 1975-1980 and seventeen items during 1980-1985. In the first period the increases spread across all categories and in the second across all except capital expenditure and student management.

For the Teacher(s), no decreases were indicated for either period but for twenty-two items the degree of control was seen to have increased during 1975-1980, and for twenty-six items increases were expected for 1980-1985.

Again in Saskatchewan, all decreases in degree of control were perceived or predicted for organizational levels outside of the school, mostly applying to the Education Department. Although the Superintendent's Office was seen to increase control over five items in the first period, by far the majority of increases were seen in degree of control by the Principal and the Teacher(s).

Overview

The general pattern in all provinces was of decreases in degree of control being confined to levels outside of the school with most of the increases being associated with the Teacher(s) and Principal. Alberta appeared to differ from the other provinces with respect to the number of items where the Department was either perceived to have increased its control or predicted to do so. Several of these items were of an educational nature and related to such matters as school programs and procedures for awarding grades, assessing students, reporting student progress or evaluating instruction.

Saskatchewan differed from the other provinces with respect to procedures for establishing parent advisory groups. An inspection of the Education Act, 1978, for Saskatchewan showed that clauses 137,8,9 specifically refer to conditions for such groups. In Saskatchewan, the main control over this item, as explained in Chapter 4, lies with the Board as specified by the 1978 Act with the Department and the Board having increased their control during the period 1975-1980.

Manitoba was the only province where no increases were indicated for the Principal and the Teacher(s) in degree of control over capital expenditure items.

Many of the changes were small and seldom caused a variation in the rank order of levels in terms of degree of control. However, the trend throughout all provinces seemed to indicate an impression among the superintendents of some gradual decrease in control by organizational levels outside of the school and some gradual increase in degree of control within the school. The indications of increase were more prevalent than those of decrease. Some variations among the provinces were seen in the patterns of change.

CHANGES IN VARIOUS DISTRICTS

The responses were next examined to determine the patterns of change among the various districts. Districts of differing size were considered first. Attention was then turned to changes in districts where superintendents were either provincially employed or locally employed.

Changes in Districts of Various Sizes

The changes relating to districts of various sizes are indicated in Appendix 5.21. For districts with fewer than 1,000 students, not many changes were indicated. These included one increase for the Principal and three for the Teacher(s) in the period 1975-1980. Both were seen to have increased their degree of control over the procedures to evaluate instruction with the Teacher(s) also showing increases over allocation of duties to non-teaching staff and establishment of parent advisory groups. The only other changes related to increases during the period 1980-1985 over the item which concerned evaluating instruction for the Department, the Principal and the Teacher(s), together with an increase for the Principal in the same period over the nature of school programs.

For districts with 1,000 to 2,999 students, decreases in the degree of control during 1975-1980 were seen to be confined to a finance item for each of the Department and Board, a supplies and equipment item for each of Department and Board, plus three other items for the Department covering distribution of marks, deciding the staff complement and setting maximum or minimum class sizes. For the period 1980-1985, decreases were predicted to be limited to two equipment items for each of the Department and the Board plus two finance items for the Board and two capital expenditure items for the Department. Increases perceived for 1975-1980 included four items for the Department, twelve for the Board, fifteen for the Superintendent's Office, twenty-nine for the Principal and thirty for the Teacher(s). For an item relating to special programs for the handicapped, increases in degree of control were seen at every organizational level and for nine other items, increases were seen at four of the levels. For the period 1980-1985, increases in the degree of control were predicted in three items for the Department, four for the Board, five for the Superintendent's Office, twenty-two for the Principal and twenty-seven for the Teacher(s). The overall pattern for the districts of this size was again of the majority of the increases occurring at levels inside the school although increases were seen in quite a few items for both the Board and the Superintendent's Office.

For districts with 3,000-4,999 students, the only decrease indicated was in one building item during 1975-1980 for the Board. Increases perceived in the first period were associated with three items for the Board, two for the Superintendent's Office, nine for the Principal and ten for the Teacher(s). Increases predicted during the second period were associated with two items for the Department relating to student assessment and reporting, one item for the Board, three for the Principal and nine for the Teacher(s).

In districts with 5,000-14,999 students decreases were indicated in 1975-1980 in degree of control over two items each for the Department and the Board. A decrease was predicted over one item for the Department. Increases, on the other hand, in the first period were perceived over one item for the Superintendent's Office, eleven for the Principal and seventeen for the Teacher(s). In the second period, increases were predicted over an item for the Superintendent's Office, seven for the Principal and eighteen for Teacher(s).

For districts with more than 15,000 students the only decrease in degree of control was indicated for the Superintendent's Office during 1975-1980 over distribution of funds within a school. The increases during 1975-1980 related to two items for the Board, ten for the Principal and nineteen for the Teacher(s). Increases were predicted during 1980-1985 over one item for the Department, distribution of marks or grades, four items for the Principal and six items for the Teacher(s).

Although few changes were indicated for the smallest category of district, in all others decreases were seen or predicted at levels outside of the school with most increases being associated with the degree of control by the Principal and the Teacher(s). Again, major alterations in the general patterns of control over particular items seldom occurred, but the indication was of a gradual increase at the school levels in control over educational decisions.

Districts with Differing Forms of Employment for Superintendents

Appendix 5.22 summarizes the changes indicated for districts where the superintendent is employed by the provincial government and districts where the superintendent is employed by the local school authority.

The provincially employed superintendents perceived decreases during 1975-1980 over one item for each of the Department, Board, and Superintendent's Office and no decreases were predicted for 1980-1985. They perceived increases during the first period in the degree of control over seven items for the Principal and over nine items for the Teacher(s). During the second period they predicted increased control over five items for the Teacher(s).

More changes were indicated by the locally employed superintendents with decreases during 1975-1980 being perceived over six items for the Department, four for the Board and one for the Superintendent's Office. Decreases in degree of control during 1980-1985 were predicted over four items for the Department, five for the Board and two for the Superintendent's Office. Increases were perceived in the first period over two items for the Department, eleven for the Board, fifteen for the Superintendent's Office, thirty for the Principal and thirty-one for the Teacher(s). Increases for the second period were predicted over six items for the Department, five for each of Board and Superintendent's Office and again over almost all items for both Principal and Teacher(s).

Although the pattern of indicated change varied between the two groups of superintendents, any decreases in degree of control were associated with levels outside the school, while the majority of increases were associated with the Principal and Teacher(s).

SUMMARY

Analysis of the responses by superintendents revealed that they had perceived some changes during 1975-1980 in the degree of control exerted by various organizational levels over a selection of educational decisions. Further changes were expected to take place in the period 1980-1985. Where a decrease in degree of control was either perceived or predicted it nearly always applied to an organizational level outside the school. The majority of decreases were, in fact, associated with the Department or the Board.

In some districts several increases in degree of control were seen to be associated with the Board or Superintendent's Office, but by far the majority of increases were perceived or predicted to occur within the school at the level of Principal or Teacher(s). However, these changes did not necessarily reflect a large scale transfer of control to the school from levels outside the school. Most of the increases were small and in few instances was a major alteration made in the rank order of organizational levels in terms of degree of control as a result of such changes. A possible explanation is that a gradual and continuing growth in influence is occurring for the Teacher(s) and the Principal but that this, as yet, is unlikely to alter in any major way the relative positions of the organizational levels in the decision hierarchy.

Some differences were evident among the provinces in the patterns of change. More increases in degree of control by the Department were apparent in Alberta than in the other provinces. Some of these increases occurred in items of an educational nature such as student assessment. This could be due to an increased interest in the province in externally set examinations. The pattern for Saskatchewan with respect to an item associated with the formation of parent advisory groups differed from that of other provinces. An explanation for this was found in specific clauses of the Saskatchewan Education Act, 1978. Other differences are discussed in more detail in the text.

Some different patterns of change occurred among various districts. However, the main pattern still appeared to be of decreases in degree of control being associated with levels outside the school, while most increases were reported for inside the school. In general, the increases indicated for the school levels covered a wide range of items from many different categories and included areas where the degree of control by those levels was at present low as well as areas where the control was high.

Chapter 6

FACTORS INFLUENCING CHANGES IN THE LOCUS OF DECISION MAKING

In previous chapters an analysis was made of the responses from the superintendents with respect to section A of the questionnaire which dealt with perceptions of the degree of control by various organizational levels over a selection of decision items.

The focus of attention for this chapter is on the responses to section B of the questionnaire which contains questions relating to centralizing or decentralizing influences exerted by forces operating inside or outside educational organizations.

Respondents were asked to indicate their perceptions of the way in which each of eleven factors affected the locus of control for educational decision making in the organizations within which they worked. Responses could range over a five-point scale from "strong decentralizing influence" through "neutral" to "strong centralizing influence." An educational organization was defined as becoming more decentralized when control over educational decision making moved in the direction Province→District→School→Classroom or in the direction

Policy Maker→Administrator→Practitioner. It was defined as becoming more centralized when control over decision making moved in the opposite direction.

The eleven factors had been suggested from a variety of sources in the literature and the final list was assembled after the process of pilot testing described in Chapter 3. The factors were:

1. General Economic Climate
2. General Social Climate
3. General Political Climate
4. Pressure from the Teachers' Association
5. School Board Policy
6. Education Department Policy
7. Pressure from the Trustees' Association
8. Drive for Professional Status for Teachers
9. Current Practices in Administration
10. Calls for Public Accountability
11. Superintendent's Personal Philosophy

The means of the responses from all superintendents relating to perceptions for the period 1975-1980 are dealt with initially. These are then compared to the estimates for the period 1980-1985. Responses from superintendents in various provinces are considered next, followed by those from superintendents in districts with differing characteristics.

GENERAL INFLUENCES OF FORCES

In this section the responses from all superintendents are considered as a total group.

Figure 6.0 indicates the means of responses associated with the degree of influence exerted by the eleven factors in each of the time periods 1975-1980 and 1980-1985. The means are also tabulated in Appendix 6.0.

Influence 1975-1980

The perceptions of the influence in the period 1975-1980 are discussed first. The superintendents reported impressions that during this period three of the factors had exerted a centralizing influence on the locus of decision making. These factors were General Economic Climate, General Political Climate and Calls for Public Accountability. All of these factors could generally be considered to be external to the educational organizations themselves. One factor, Education Department Policy, was seen as relatively neutral. The other seven factors were felt to exert decentralizing influences to varying degrees, with the strongest influence coming from two administrative factors: the Superintendents' Personal Philosophy, and Current Administrative Practices. General Social Climate was the only external factor to exert a decentralizing influence while the other factors with a decentralizing influence could be thought to originate from points

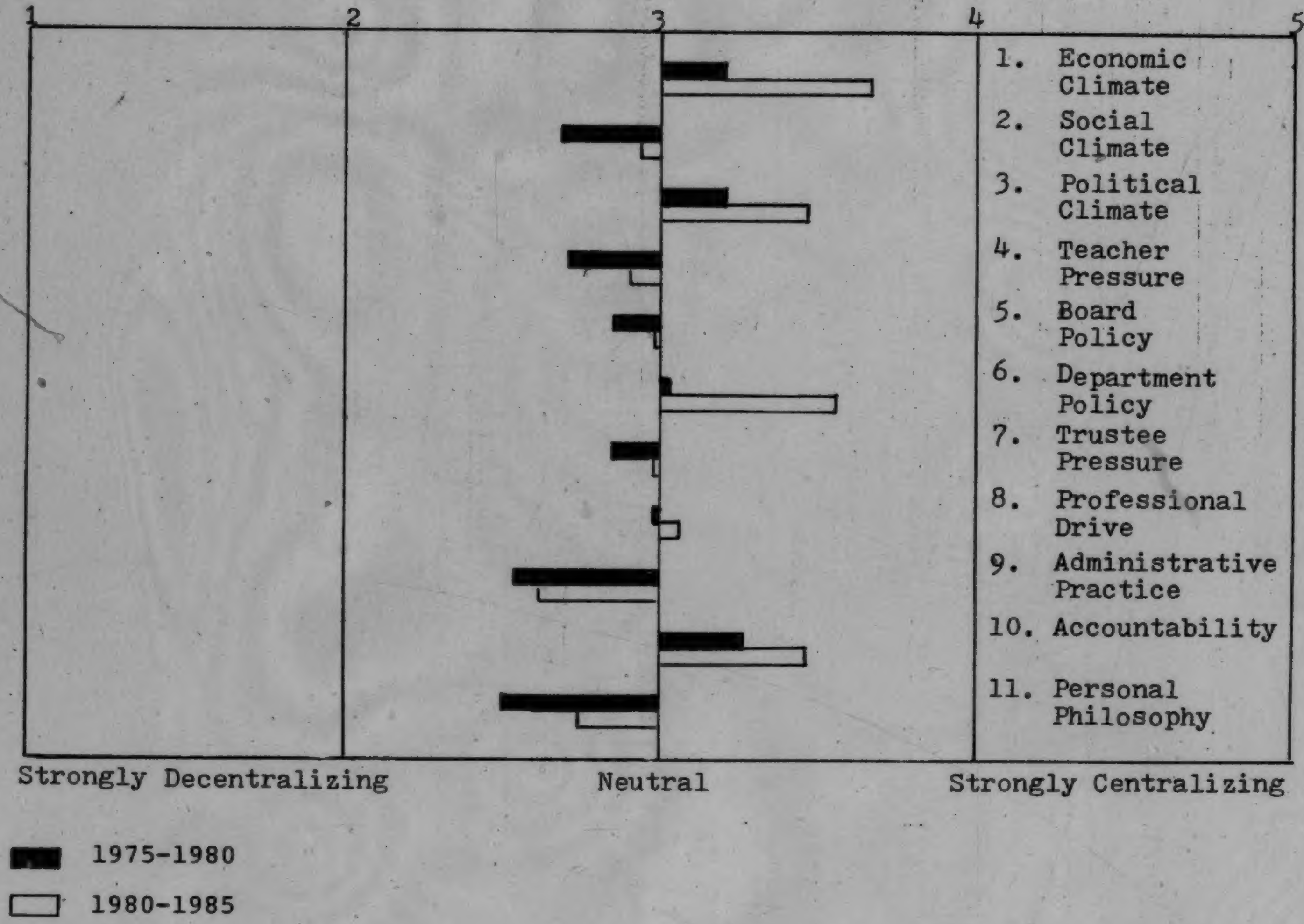


Figure 6.0 Mean Values for Factors Influencing Centralization and Decentralization: All Responses

inside the organization. They were in descending order of influence: Pressure from the Teachers' Association, Pressure from the Trustees' Association, School Board Policy, and the Teachers' Drive for Professional Status.

Influence 1980-1985

A general anticipation of change in the nature of influence for the factors was apparent in the responses of the superintendents for the period 1980-1985. For all the factors changes were indicated in the same direction, that of more centralization. Factors which had exerted decentralizing influences in 1975-1980 were expected to be less decentralizing in 1980-1985. Factors which were already centralizing in 1975-1980 were expected to become increasingly so in 1980-1985. For eight of the eleven factors the changes were judged to be substantial. The greatest expected change was for the Policy of the Education Department which was expected to change from being neutral in the first period to exerting a centralizing influence in the second. Quite substantial increases were also observed from the first to the second period with respect to the influence from the three centralizing factors. Substantial declines were expected in the decentralizing influence of the Social Climate, the Teachers' Association Pressure and the Superintendents' Personal Philosophy.

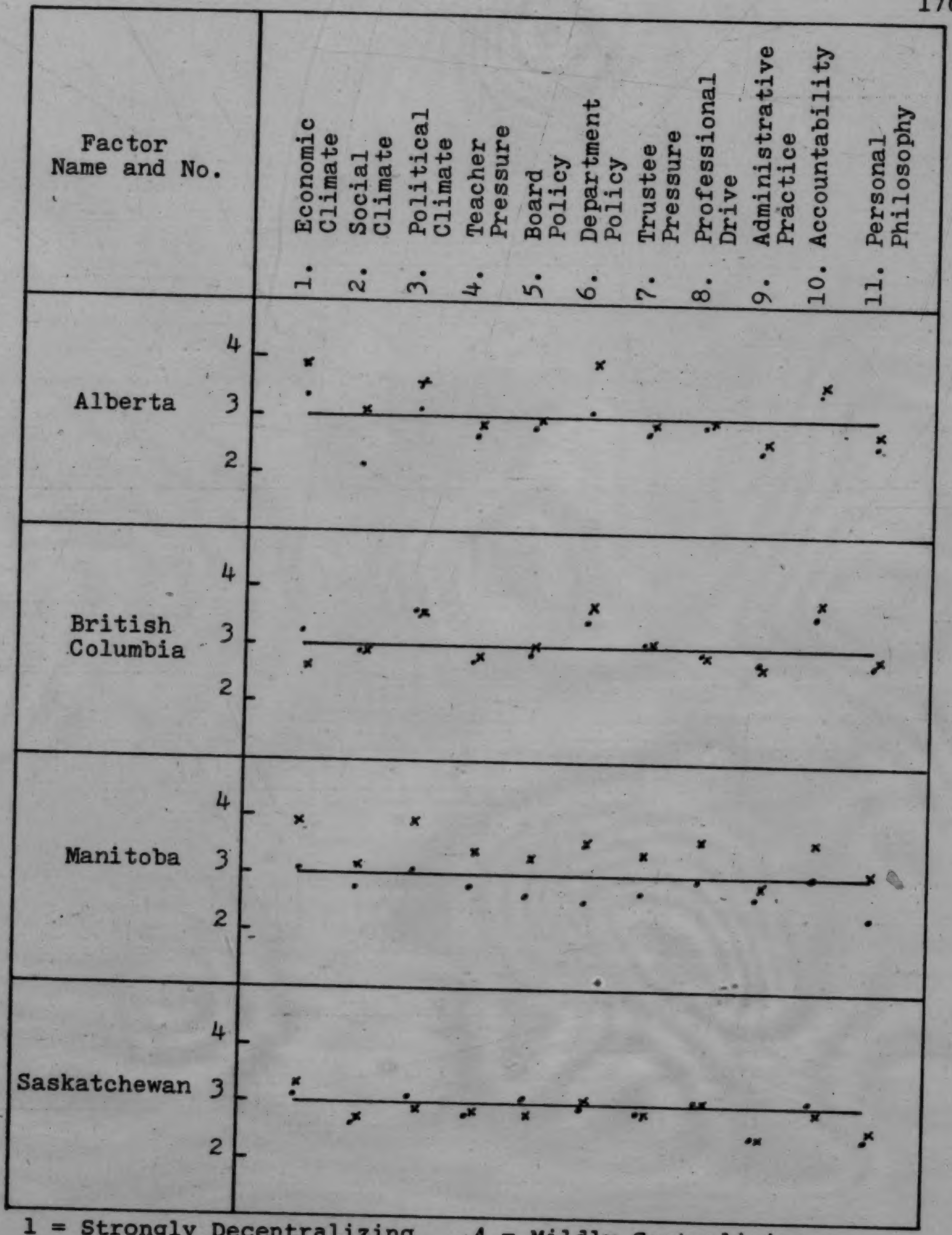
Some of the factors were expected to continue to exert decentralizing influences in 1980-1985. However, the general trend for change was in the direction of diminishing decentralizing influence and increasing centralizing influence.

INFLUENCE FROM FACTORS IN THE PROVINCES

In this section the responses from each of the four western provinces are considered. Figure 6.1 shows the means of the responses for individual provinces associated with the degree of influence exerted by the eleven factors in each of the two time periods. The means are also tabulated in Appendix 6.1.

Influences in the Provinces 1975-1980

The responses for the four provinces were quite similar with respect to the degree of influence exerted by each of the eleven factors in the time period 1975-1980. Only in one case was sufficient difference apparent to be considered substantial in the terms in which substantial difference was defined for this study. In this case, the superintendents from British Columbia perceived a stronger centralizing influence being exerted by the Education Department Policy than that perceived by the superintendents in Manitoba.



1 = Strongly Decentralizing
2 = Mildly Decentralizing
3 = Neutral
4 = Mildly Centralizing
5 = Strongly Centralizing

• = Mean Influence for 1975-1980
x = Mean Influence for 1980-1985

Figure 6.1 Mean Values for Influencing Factors by Provinces

The superintendents in Alberta described slight centralizing influences from the Economic Climate, Political Climate and Calls for Public Accountability with the Departmental Policies being neutral. All other factors were viewed to be slightly decentralizing in their influence.

The superintendents from British Columbia saw the same three factors having centralizing influences with Departmental Policy also being centralizing. They considered Pressure from the Trustees' Association and the Drive for Professional Status to be neutral with the other factors being decentralizing. Although none of the differences would be considered substantial, most of the factors in British Columbia were judged to have a slightly more centralizing influence than those in Alberta.

In Manitoba, none of the factors was considered to exert a centralizing influence in 1975-1980. Economic Climate and Calls for Accountability were thought to be neutral with all other factors exerting decentralizing influences.

In Saskatchewan, the only centralizing influences reported for 1975-1980 were those from the Political Climate and School Board Policy. Four of the factors appeared neutral, with five exerting decentralizing influences.

Although these slight variations between the provinces were reported, only in the one case mentioned was the difference sufficient to be considered substantial.

Influence in the Provinces in 1980-1985

When, however, the predictions for 1980-1985 were considered, different patterns of expected change were apparent among the responses by the superintendents from the various provinces.

Although some slight changes were apparent between the means for the two periods in British Columbia, no substantial changes were reported. Similarly, in Saskatchewan, no substantial difference could be found.

However, in Alberta, four of the factors, Economic Climate, Social Climate, Political Climate and Departmental Policy, were predicted to become substantially more centralizing in the second period. The greatest shift was expected to be in Departmental Policy.

For Manitoba, nine of the factors were predicted to have substantial changes in their degrees of influence. All of these changes were expected to be in the direction of greater centralization. The largest changes were expected to occur in the degrees of influence from Economic and Political Climate and in Pressure from the Trustees' Association. Only two factors, Current Administrative

Practice and Social Climate, showed no substantial change although for both of these, slight centralizing shifts were predicted.

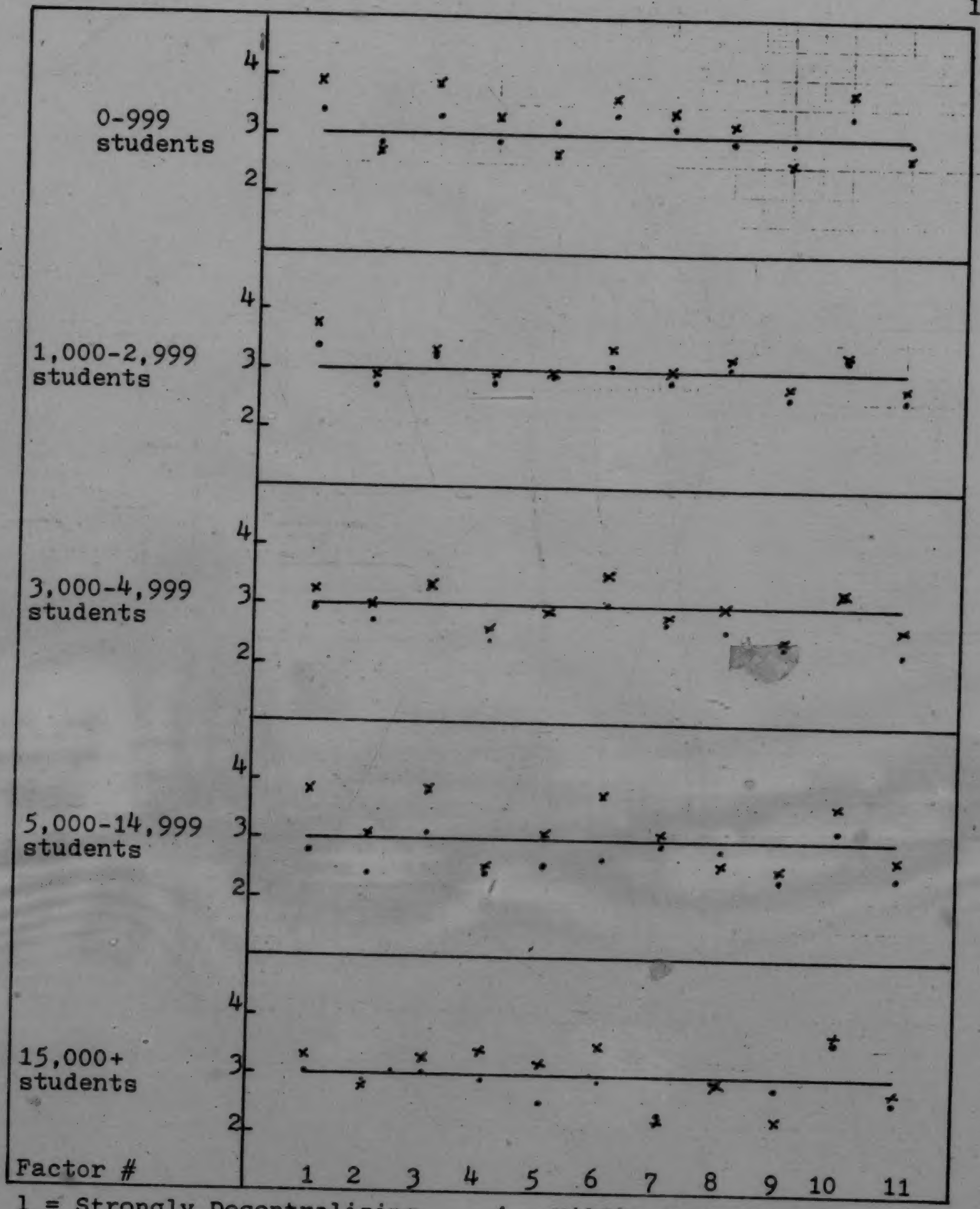
The overall predictions were for little change in the degree of influence of the eleven factors in British Columbia or Saskatchewan, but for some substantial increases in centralizing influences from four of the factors in Alberta and from nine of them in Manitoba.

COMPARISON OF INFLUENCE BY TYPE OF DISTRICT

The means of the responses for the degree of influence from each of the factors were next inspected to determine the degree of influence perceived by superintendents in differing types of districts. The means were firstly grouped according to the size of the district. Then they were grouped according to whether the superintendent was a provincial or a local employee and finally, according to whether the area was city, town or rural.

Influence in Districts of Varying Size

The means of the responses from the superintendents were calculated for districts of varying size as they related to the perceptions of the degree of influence from each of the eleven factors for the two time periods 1975-1980 and 1980-1985. These means are illustrated in Figure 6.21 and are listed in detail together with



1 = Strongly Decentralizing
2 = Mildly Decentralizing
3 = Neutral

4 = Mildly Centralizing
5 = Strongly Centralizing

· = Mean Influence for 1975-1980
x = Mean Influence for 1980-1985

Figure 6.21 Mean Values for Influencing Factors by District Size

differences between them in Appendix 6.21.

For the period 1975-1980, although some small variation occurred, no substantial differences in the perceived degree of influence were apparent among the districts, and none were indicated using the Scheffé procedure of pairwise comparison for one way analysis of variance. Overall, the perceived patterns of influence were quite similar throughout the various districts.

Some differences were found, however, in the patterns of change expected for the second time period, 1980-1985, with the greatest amount of change being predicted by superintendents in districts with from 5,000 to 14,999 students. If a difference of about 0.4 between the means was considered as indicating substantial change, then substantial increases in centralizing tendency were reported for six of the eleven factors in districts of this size. For two of these factors, General Economic Climate and Education Department Policy, the shifts were predicted to be quite large. The same two factors were the only ones predicted to have substantial changes in their degree of influence in districts with from 1,000 to 2,999 students. By far the greatest number of districts fell within this category. Education Department Policy was also predicted to become substantially more centralizing in its influence in districts with from 3,000 to 4,999 students as was the Drive for Professional Status for Teachers.

In the smallest districts, those with less than 1,000 students, School Board Policy and Current Administrative Practices were predicted to substantially increase their decentralizing influences while four of the factors were expected to become substantially more centralizing.

Again in the largest districts, those with more than 15,000 students, one factor, Current Administrative Practices, was indicated as being likely to have an increase in its decentralizing tendency. The influence from three factors, Pressure from Teachers' Association, School Board Policy and Education Department Policy was expected to become substantially more centralizing in the second time period.

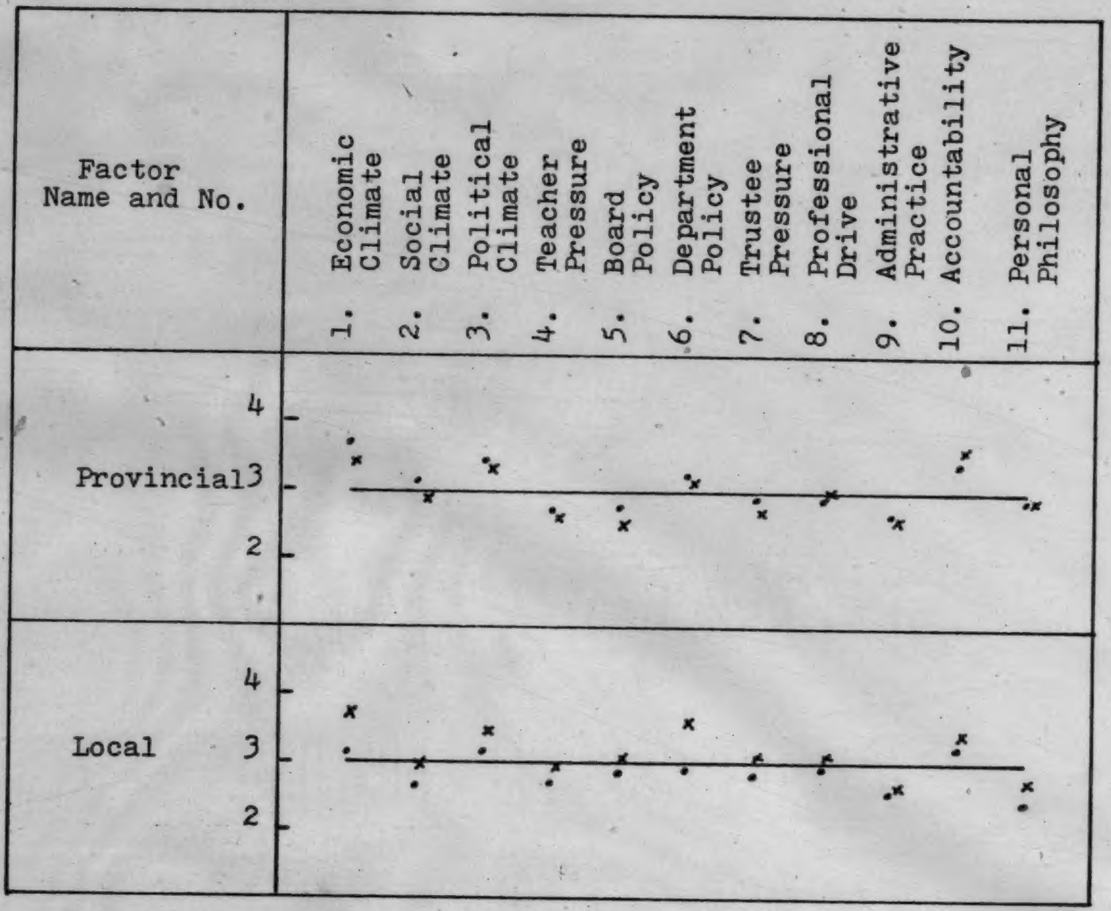
The general pattern throughout districts of varying sizes again showed that most of the expected changes were in the direction of the factors becoming less decentralizing and more centralizing in their degree of influence. However, some differences were apparent among the expected patterns of change for districts of different sizes. Most change was expected in districts of from 5,000 to 14,999 students. Only in the very small and very large districts was any indication given of an expected increase in decentralizing influence; these predictions being restricted to one factor for the large districts and to two factors for the small districts.

Type of Employment for the Superintendent

The responses from the provincially employed superintendents were next compared with those from superintendents employed by the local school boards. The means for the responses for the two time periods 1975-1980 and 1980-1985 are illustrated in Figure 6.22 and are listed in Appendix 6.22.

For the period 1975-1980, similar degrees of influence were reported from both sets of superintendents for most of the eleven factors. The exceptions were General Economic Climate and General Social Climate, both of which were seen to be substantially less centralizing by the locally employed superintendents than by the provincially employed superintendents.

When predictions for the second period were considered, some differences were noticeable in the changes expected by the two groups. Although none of the differences between responses for 1975-1980 and 1980-1985 from provincially employed superintendents could be considered substantial, several were in the direction of an increase in decentralizing influence. In the case of responses from the locally employed superintendents, all the changes



1 = Strongly Decentralizing
2 = Mildly Decentralizing
3 = Neutral
4 = Mildly Centralizing
5 = Strongly Centralizing

• = Mean Influence for 1975-1980
x = Mean Influence for 1980-1985

Figure 6.22 Mean Values for Influencing Factors by Type of Employment

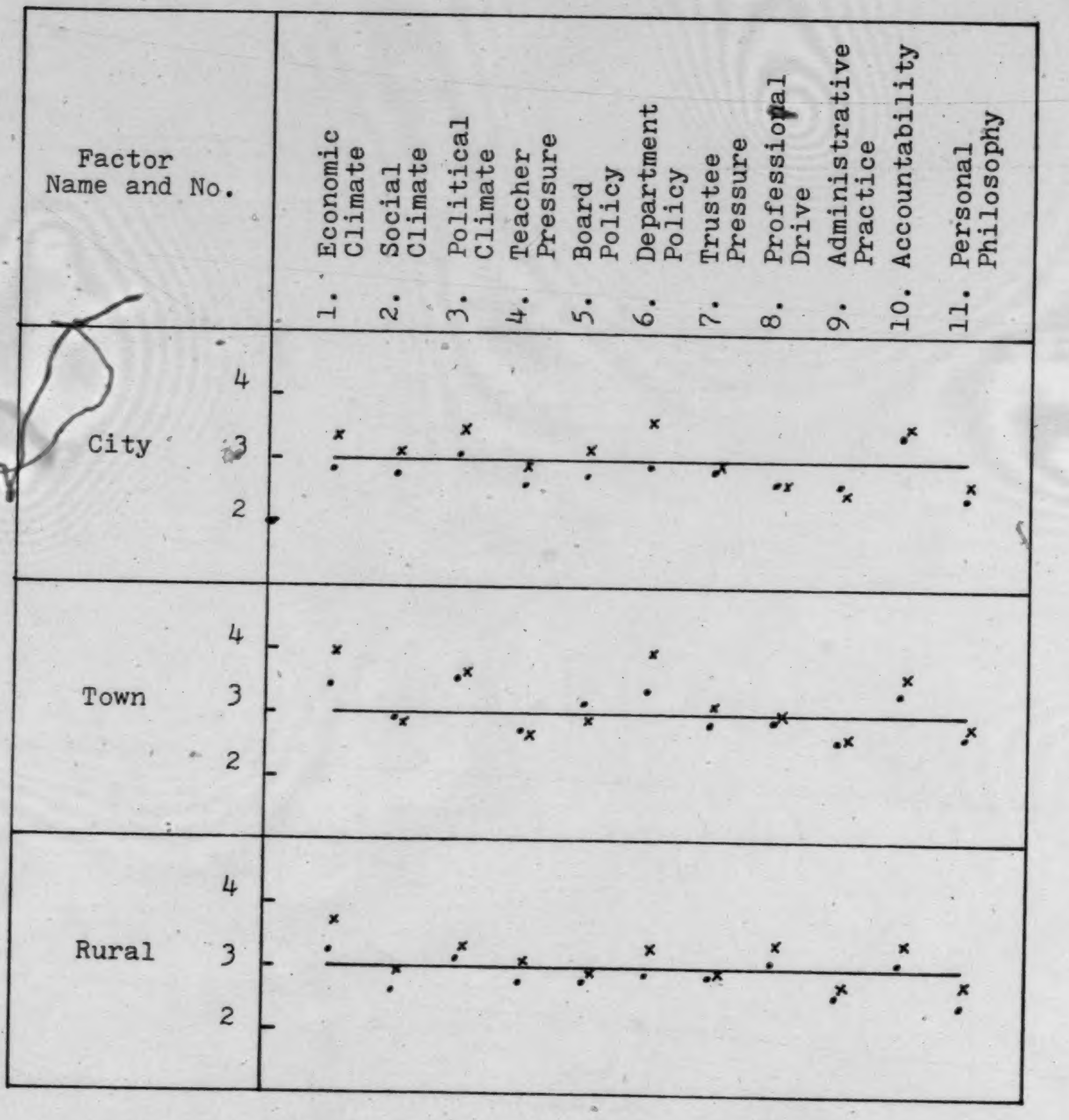
were predicted to be in the direction of greater centralizing influence with substantial changes being indicated for two of the factors, General Economic Climate and Education Department Policy.

Type of Area Served

Figure 6.23 illustrates the means of the responses relating to degree of influence for the eleven factors in each of the time periods 1975-1980 and 1980-1985. Appendix 6.23 lists the actual means involved together with the differences between them.

The responses for most of the factors in the period 1975-1980 are similar, although, the superintendents from districts in town areas and rural areas perceived a higher centralizing influence from the General Economic Climate than did those from the city areas. Also, superintendents from town areas saw the Education Department Policy as more centralizing than did those from city or rural areas.

When the means of responses for the period 1980-1985 were compared with those for 1975-1980, any substantial differences were in the direction of an expected increase in centralizing influence. Such increases were predicted by the superintendents from each of the three areas for the factors, General Economic Climate and School Board Policy.



1 = Strongly Decentralizing
2 = Mildly Decentralizing
3 = Neutral
4 = Mildly Centralizing
5 = Strongly Centralizing

• = Mean Influence for 1975-1980
x = Mean Influence for 1980-1985

Figure 6.23 Mean Values for Influencing Factors by Area

SUMMARY

When the responses from the superintendents related to the degree of centralizing or decentralizing influence arising from each of eleven factors were examined, a general expectation was apparent that a shift would take place in the direction of greater centralizing in the period 1980-1985 than in the period 1975-1980. In the period 1975-1980, several of the factors arising from forces inside the organization such as the Superintendent's Philosophy, Pressure from Teachers' Association and Drive for Professional Status were described as decentralizing, while most of the external factors such as Economic and Political Climate were seen as centralizing in their degree of influence. However, responses for the second period showed an anticipation that the decentralizing influences would decrease and centralizing influences increase. The largest change was expected in the influence from the Education Department Policy. This had been seen as neutral in the first period but was expected to be centralizing in the second.

Some variations were found when responses for the four western provinces were compared. The perceptions reported for the first period 1975-1980 were similar but differences showed when the patterns of change from the first to the second were examined.

British Columbia and Saskatchewan superintendents indicated a perception that no substantial changes would take place in the degree of influence for any of the factors from the first to the second period. Alberta superintendents predicted substantial change for four of the factors and Manitoba superintendents predicted substantial change for nine of them. In both provinces the changes were expected to be in the direction of greater centralization.

On analyzing the responses from districts of various sizes, most changes were expected by superintendents in districts with from 5,000 to 14,999 students. Again, the majority of the changes were expected to bring increases in centralizing influence. However, increased decentralizing influences were predicted for one factor, Current Administrative Practices, by superintendents in large districts with 15,000 or more students and for two factors, Current Administrative Practices and School Board Policy, by superintendents in small districts with less than 1,000 students.

Superintendents employed by the local school boards predicted changes in influence favoring greater centralization, while no substantial changes were predicted by provincially employed superintendents, some of whose predictions, in fact, showed expectations of slight movement in the opposite direction.

Perceptions of influence for 1975-1980 were similar in city, town and rural areas and predictions for change in 1980-1985 also indicated expectations of an increase in centralizing influence from several factors in the second period.

Table 6.3 summarizes the influence for 1975-1980 and any change expected for 1980-1985 as perceived by the superintendents when grouped according to province or district type.

General Economic Climate was considered to exert a centralizing influence by superintendents in all categories. For any case where it was seen as neutral or decentralizing in 1975-1980 the prediction was that it would become centralizing in 1980-1985. General Social Climate was perceived in total to have a decentralizing effect in 1975-1980. However, superintendents in some categories predicted that it might become centralizing in 1980-1985. General Political Climate was perceived to be centralizing. Pressure from Teachers' Association in total was seen to be decentralizing, although several categories of superintendents indicated that it might become centralizing in the future. School Board Policy was perceived mainly as decentralizing. Education Department Policy was perceived by all superintendents as neutral but was predicted to become centralizing in the future. In fact, any of the

Table 6.3

Degree of Influence for Each Factor in Various Districts

Factor	All	Alta	B.C.	Man.	Sask.	0-999	1,000-2,999	3,000-4,999	5,000-14,999	15,000+	Prov. Employ.	Local Employ.	City	Town	Rural
Economic Climate	C	C	C	N↑	N↑	C	C	N↑	D↑	N↑	C	C	D↑	C	C
Social Climate	D	D	N	D↑	D	D	D	D↑	D↑	N↓	C↓	D	D↑	N	D
Political Climate	C	C	C	C	C↓	C	C	C	N↑	N↑	C	C	N↑	C	C
Teacher Pressure	D	D	D	D↑	D	N↑	D	D	D	N↑	D	D	D	D	D↑
Board Policy	D	D	D	D↑	C↓	C↓	N	N	D↑	D↑	D	D↑	D↑	C↓	D
Department Policy	N↑	N↑	C	D↑	N	C	N↑	N↑	D↑	N↑	C	N↑	N↑	C	D
Trustee Pressure	D	D	N	D↑	D	C	D	D	N	D	D	N	D	D↑	D
Professional Drive	D↑	D	N↓	D↑	N	N↑	N↑	D↑	D	N	D↑	N	D	N	N↑
Administrative Practice	D	D	D	D	D	N↓	D	D	D	D	D	D	D	D	D
Accountability	C	C	C	N↑	N	C	C	C	C	C	C	C	C	C	N↑
Personal Philosophy	D	D	D	D↑	D	D	D	D	D	D	D	D	D	D	D

Influence 1975-1980

D = Decentralizing
C = Centralizing
N = Neutral

Changes for 1980-1985

Becoming Centralizing ↑
Becoming Decentralizing ↓

categories of superintendents which saw it as decentralizing or neutral in the period 1975-1980 predicted that it would become centralizing in 1980-1985. Pressure from the Trustees' Association was perceived mainly as decentralizing. Drive for Professional Status was seen as either decentralizing or neutral but some groups estimated that it might become centralizing in the future. Current Administrative Practices were perceived to be decentralizing. Calls for Public Accountability were mostly seen as centralizing. Superintendent's Personal Philosophy was seen overall as decentralizing.

The superintendents were also asked to name the major factors or forces influencing changes in the locus of decision making. Fifty-seven mentioned forces of a political nature; forty-one mentioned forces of an economic nature; twenty identified teacher activities and fifteen suggested trustee activities. Other factors were mentioned to a lesser extent.

Chapter 7

CONTROL OVER DECISIONS: A DISCUSSION OF THE RESULTS

Previous chapters have been devoted to analyzing the responses from the questionnaire. In this chapter an interpretation is presented of the results of that analysis and suggestions are made about relationships among some of the results found.

The study was prompted by an interest in discovering the extent to which decision making structures in a selected group of educational organizations were becoming decentralized as recommended by many of those who write in the field of organization theory and as demanded by vocal elements of the teaching profession. The intention was to assess the following aspects:

(a) the degrees of control which were exerted over decisions by people working at various levels in educational organizations;

(b) the extent of variation in such degrees of control with respect to type of decision and type of organization;

(c) the changes in the patterns of control over time; and

(d) the effects of factors influencing centralization or decentralization in such changes.

These various issues are considered in the discussion which follows.

Control over decision making was postulated to be present at all levels of an organization and to be variable from issue to issue and from time to time. This concept was certainly supported by the data which were collected for the study. The decision situations appeared to be affected by the balance achieved among these various degrees of control. Changes in the balance over time appeared to be in the direction of decentralization of decision making but such changes were small and gradual rather than large and dramatic.

The purpose of this part of the report is to re-examine some of the findings, to attempt to relate them to each other, and to consider the extent to which they match some of the recommendations from the literature.

CONTROL OF DECISIONS

Although the degree of control over decisions exercised by different groups varied from issue to issue, the majority of control was distributed among three levels: the school board, the school principal and the superintendent's office. The board appeared to dominate in the area of control of financial items, while the principal was the dominant figure over most internal school matters. The superintendent's office had major control over many of the administrative issues.

The department had a high degree of control over some building matters and some curriculum matters while the teachers' main areas of influence appeared to be in student related matters, such as assessment and awarding of final grades. These findings with respect to teachers are not inconsistent with those of researchers such as Simpkins (1969) in Alberta, and Crockenberg and Clark (1979) in California, who found that teachers' main areas of concern were related to instructional issues. In only a few instances did differences among the provinces or in districts with varying characteristics appear to alter the overall patterns of control exercised by the five organizational levels discussed in this study.

Administrators, such as principals or staff from the superintendent's office, frequently had a high degree of control over issues and for no items were they reported as having the least control of the five levels examined.

Changes in the degree of control were perceived between 1975-1980 with further changes expected by 1985. These seemed to indicate perceptions among the respondents that any decreases in control over decisions did or would take place at organizational levels outside of the school and that most decreases related to the degree of control exercised by the department or the board. On the other hand, the majority of increases in control appeared to relate to either the principal or the teachers. These results appear to support the contention made by Coleman (1980) who saw net losses of control for the provincial government, trustees and administrators with net gains for teachers.

Many of the actual changes, however, were small and often did not upset the overall patterns of control. Consequently, the general trend was not of a large decentralizing shift of authority towards the school but rather of a gradual yet continuing growth of influence by both teachers and principals. This appears to be consistent with the recommendations of those writers on organizations who favor greater participation in decision making at the operational level.

Growth of influence at one level did not always reflect loss of influence at another. Far more instances of increases in degree of control were found than of decreases. In fact, for two decision items, impressions were reported of increased control over the decisions by all five organizational levels. These could be interpreted as instances where people working at all levels were taking a greater interest in the particular problem with the consequence that each appeared to be exerting greater control without necessarily altering the overall hierarchy of dominance. Again, this would support a contention that allowing meaningful participation by subordinates in decision making does not necessarily diminish the control of the superordinate. The fact that for many items the degree of control was perceived to increase at several organizational levels without decreasing at other levels appeared to reflect the development of a more participatory decision making model. There was growing influence at several levels, particularly within the school, without loss of control at others. Writers such as Likert (1966), Lawler and Hackman (1969) and Argyris (1972) maintained that organizational effectiveness was enhanced by such approaches to management.

In this study no attempts were made to assess effectiveness, but merely to determine if shifts in the locus of decision making for educational organizations had taken place in the light of the body of literature which recommends a more participative management style and in the light of evidence in the literature of a desire by teachers to achieve more control over such decisions. The results appear to confirm that such a shift has taken place and continues, although the degree of movement is limited for most items and seldom alters the relative positions of the various levels in the hierarchy of control for an item.

Some differences were found among the responses from various provinces. For example, in Alberta, the education department was perceived to have increased its degree of control over more items than in any of the other provinces. Several of the items where this occurred were of an educational nature and were associated with student testing and reporting. Such a result, perhaps, reflects the fact that a series of public enquiries had recently been held relating to these matters.

INCREASE IN CONTROL

The mean degrees of control for each of the five organizational levels were added together to give an indication of the total degree of control over each decision item by all organizational levels. This information is displayed in Appendix 7.1. For every one of the thirty-two items the sum of the degrees of control increased from 1975 to 1980 and was expected to continue to increase from 1980 to 1985. Although for some items the degree of control may have been thought to lessen at one level when it increased at another the overall sum of the degrees of control for all levels increased for every item. This indicates a perceived inflationary trend in the degree of control. It is consistent with an increase in decision making activity among the various levels. It corresponds to those cases mentioned in the literature when although decision making authority is passed to subordinates the superordinate sets up more elaborate monitoring systems at the higher level in order to maintain some degree of control.

Many of the factors which might influence changes in the locus of control had increased their centralizing trend or decreased their decentralizing trend at a time when gradual growth in degree of control was occurring at the school levels. This suggests that pressure would exist to maintain some degree of control at the higher level even though the lower levels of decision makers were increasing their control slightly.

A second possible explanation may be that at a time when people are strongly advocating decentralization of decision making any attempt by the central authority to increase its degree of control will be resisted. As a result the central authority's control may grow but its growth will be curtailed by residual control remaining at the lower level. The literature has suggested that strong resistance is likely from teachers' associations to any attempts to diminish their control over decision making.

Both of the explanations imply that changing the patterns in the degrees of control over decision making which is exerted by various levels within an organization is likely to result in greater control over the final decision situation. Those losing control will be reluctant to relinquish it all. In some cases the data actually showed that all levels were perceived to increase their control at the same time.

INFLUENCING FACTORS

When attention was focused on eleven factors likely to influence changes in the locus of educational decisions, a general trend was seen for an increase in centralizing influence from the period 1975-1980 to the period 1980-1985. Factors which were perceived as exerting decentralizing influences in the first period were predicted to lessen such influences in the second period, while factors with centralizing influences were predicted to increase their degree of influence.

This appears, at first, to be in contradiction with the predictions of an increasing role in decision making at the school level. A possible explanation is that the increase in centralizing influence from the various factors is a reaction to the growth in decentralization of decision making. The influence may slow down the decentralizing trend but is unlikely to halt it in the immediate future. Another result to emerge from the analysis was that factors favoring decentralization tended to arise from within the organization whereas centralizing influences came from external sources. The vehemence of some advocates for growth in control at the school levels could portend serious difficulties if increases in centralizing influence by external factors halt or reverse the trend which has been identified.

Expectations of change in the degree of influence were not uniform across the provinces. Little change was expected in British Columbia or Saskatchewan, while substantial increases in centralizing influence were expected in four of the eleven factors for Alberta and in nine of them for Manitoba. Those factors expected to have the greatest influence on change were perceived to be firstly political and secondly economic in nature.

The direction of shift in influence for the factors is similar in both Alberta and Manitoba. In both provinces decentralizing influences were expected to lessen and centralizing influences were expected to grow. In particular the factors of political climate and economic climate were predicted to become increasingly centralizing in their influence over changes in control of decision making. These factors were the two identified by the superintendents as having the greatest influence on such changes. The economic climates of these two provinces are, however, quite different. Alberta is experiencing boom conditions in its economic climate with the upsurge in demand for its energy resources. No such economic expansion is apparent in Manitoba where the economy is largely based on rural production. The two provinces do share similar political climates and this may account for the growth in centralizing tendencies which have not been reported in the other two provinces. This conjecture is supported by the fact that for one other factor, education department policies, relatively large centralizing shifts in the degree of influence were predicted in Alberta and Manitoba while little change in influence was expected for this factor in either British Columbia or Saskatchewan.

SUMMARY

The survey of the literature reveals advocacy from many sources for decentralization of the pattern of control over decision making in organizations in general and in educational organizations in particular. Several researchers have shown that teachers desire their degree of control to increase and some writers have identified the desire for greater control over educational decisions as a major cause of unrest in the teaching profession in recent years.

This study demonstrated that during the years 1975-1980 in the four western provinces of Canada gradual growth had occurred in the degree of control which was exerted over educational decisions by principals and teachers. It also indicated that this growth was likely to continue for the next five years although the rate of growth might diminish. The changes were seldom very large and frequently failed to alter the order of the five organizational levels when ranked according to their degrees of control.

Rates of growth were not uniform in all decision situations and in some instances organizational levels other than those of principal or teacher showed growth in degree of control. However, virtually no indications were found of decreases in degree of control for the principal or the teachers. Decreases were indicated in some items for each of the other three levels, especially for the provincial education department and the school board. The general pattern, then, was one of gradual and continuing growth in control at the school levels with any decrease in control taking place at levels outside of the school.

An inflationary trend was detected in the sum total of control exerted by all organizational levels. Growth in control exceeded decrease in control for every decision item.

External factors tended to become increasingly centralizing in the direction of their influence over changes in degrees of control for various organizational levels. The factors seen as having the greatest influence were political and economic climate.

Some decentralization, then, has taken place in the decision making structures of the educational organizations examined. The changes are usually small and appear to be related to greater involvement in the decision process rather than transfer of responsibility and authority for the decision. The rate of decentralization appears to be slowing down possibly as a result of influences from factors external to the organizations with politics and economics as the strongest influencing factors. Farquhar (1980) claimed that economic, political and social factors had major effects on decision making in Canadian educational systems. The evidence from the study supports this contention.

Chapter 8

SUMMARY

The task undertaken in this study was to examine patterns of control over educational decisions in school districts in the four western provinces of Canada. This final chapter contains a summary of the report. It begins with a short review of the theoretical context within which the research was undertaken and an outline of the intent of the study. This is followed by a brief description of the process used and a report of the findings.

THE CONTEXT

A review of literature in the area showed that several writers favored and recommended decentralization of decision making within organizations. Mintzberg (1973) summed up the arguments in favor of decentralization by saying that they consisted of two basic contentions. The first was a testable claim that decentralization, which allowed participation in decision making for individuals at the operational level, would increase productivity. The second was a non-testable claim that it was the right of workers to participate in any case.

Other authors, arguing in favor of decentralization, asserted that gains could be made which were administratively and politically advantageous. Administrative gains were said to be associated with the making of better decisions and increased efficiency. Political gains were said to flow from increased cooperation and understanding in the work force as a result of such involvement. This latter point is especially the case when dealing with a professional work force such as is found in educational organizations.

General constraints on decentralization were identified. These related to legal responsibility, accountability, goal identity and the ability of individuals to master the knowledge, skill and information necessary to participate fully. In spite of such constraints, a strong body of opinion appeared to support greater decentralization of decision making.

Evidence was found of a strongly enunciated desire by teachers both in Canada and elsewhere to achieve greater control over educational decision making. This was seen in statements from their professional organizations and confirmed by researchers who had investigated the problem. Some investigators warned, however, that the desire to participate was not uniform and the areas of desired participation, in some instances, were confined to instructional issues.

Teachers were not alone in seeking greater involvement in educational decision making. Community groups also sought to exert more influence in the area. In some instances this appeared to be motivated by a desire to curb the influence of the teachers and to make them more accountable to the general public. Tensions among trustees, administrators, teachers and taxpayers over control of decision making were seen as being an important issue for Canadian education.

THE INTENT

The study was undertaken against this background of theory favoring participation in decision making and the expressed desire by teachers to gain more control over educational decisions. The intent was to measure the degree of control over educational decisions exerted by each of five organizational levels: the Education Department, the School Board, the Superintendent's Office, the School Principal and the Teacher(s). A further objective was to gauge whether changes in the degree of control had taken place in recent years and whether they were likely to continue into the future. A final objective was to examine the centralizing or decentralizing effects of several factors likely to influence change in the locus of decision making.

THE PROCESS

A problem statement was produced involving ten specific questions for which answers were sought. To seek data from which to derive answers to these questions, a questionnaire was constructed and sent to all superintendents in the four western provinces of Canada. The questionnaire contained thirty-two decision items spread across a range of operational areas. Superintendents were asked to indicate their perceptions of the degree of control exerted by the five organizational levels over the various items at three points of time: Spring 1980, 1975 and 1985.

The questionnaire also listed eleven factors likely to influence the locus of decision making. Superintendents were asked to indicate the degree of influence from each factor perceived in the period 1975-1980 and predicted for the period 1980-1985.

THE FINDINGS

General Degree of Control

The first three research questions dealt with current degrees of control over educational decisions:

1. What is the degree of control exerted by each of the five organizational levels over educational decisions as perceived by educational administrators?

2. To what extent do differences exist among provinces with respect to control over educational decisions?

3. To what extent do differences exist among school jurisdictions with respect to control over educational decisions?

Although the degree of control for each organizational level was perceived to vary from issue to issue, the major control for a large majority of items was found to be distributed among the three levels of School Board, School Principal and Superintendent's Office.

The Board was perceived to have the greatest amount of control over eleven of the thirty-two decision items. Many of these items, where its control was high, related to financial matters. Its control was least for three educational items and low to moderate for many of the internal school issues.

The School Principal was also seen to have the highest degree of control over eleven items and was not reported to be the level with the least control for any of the thirty-two items. The Principal's control remained fairly high for most matters, especially those relating to educational issues and organization within the school.

The Superintendent's Office was the level which had the highest degree of control over seven decision items. Many of these were administrative in nature, such as staffing decisions. The degree of control was fairly high over many other items and was at least moderate for all items.

The Education Department was reported to have the least control over twenty-two items and the most control for only two items: setting broad curriculum outline and deciding on the text books to be used for a particular subject. The department had a fairly high degree of control over building changes, constructing special schools and the nature of school programs. Its control was moderate in the areas of school closure, transport arrangements and special education programs.

The Teacher(s) were seen as the level with least control over seven items and most control over only one item: deciding final marks or grades in a high school subject. Their control was seen to be fairly high over several student related issues and over some organizational matters within the school.

Differences were apparent among the provinces with respect to the degree of control exerted by the five organizational levels. Less difference was evident, however, when the levels were ranked in order for each item according to degree of control. Only in seven of the thirty-two items did variations occur among those levels considered to have a high degree of control for the particular item. The Board appeared to exert more control over fund raising in Alberta and Saskatchewan than in British Columbia or Manitoba. The Department in Alberta and

British Columbia had more control over school closure than in Saskatchewan or Manitoba. The Department had major control over text book decisions in Alberta and British Columbia but this resided at other levels in Manitoba and Saskatchewan. Teachers were seen to have more control over curricula outlines in Manitoba than in other provinces. Manitoba Principals and Teacher(s) appeared to have more control than those in other provinces over evaluation of instruction. The Superintendent's Office had more control over community use of schools in Alberta and Manitoba than in British Columbia and Saskatchewan. In Saskatchewan, the most control over the establishment of parent advisory groups appeared to lie with the Board, whereas it lay with the Principal in other provinces.

The data were examined for districts of varying size. Differences in the rank order for the five organizational levels according to degree of control, were found to affect levels with a high degree of control only with respect to five items.

Few differences were found to be associated with the type of employment of the superintendent. Only for two items were the variations substantial enough to alter the pattern of control among those levels with a high degree of control. Similarly, few variations appeared to be associated with whether the type of area served was classified as city, town or rural.

Changes in Degree of Control

The next four research questions concerned changes in degrees of control:

4. What change do educational administrators perceive in control over educational decisions during the past five years?

5. What changes do educational administrators predict in the next five years?

6. To what extent do differences exist among provinces with respect to perceived changes in control over educational decisions?

7. To what extent do differences exist among school districts with respect to perceived changes in control over educational decisions?

Analysis of the responses showed that the superintendents had perceived some changes during 1975-1980 and expected further changes in 1980-1985. Where a decrease in the degree of control over a decision item was indicated, it mostly applied to an organizational level outside the school. The majority of decreases were, in fact, associated with the Department and the Board. Although some increases were associated with the Superintendent's Office, the majority of increases in degree of control were perceived or predicted to occur within the school at the level of Principal or Teacher(s). Many of the indicated increases were small and seldom caused an alteration in the overall pattern of control.

Increases at one level were not necessarily associated with decreases at another. The picture to emerge from the reported perceptions was not of a wholesale transfer of authority to the school level but of a gradual and continuing growth in influence for Principals and Teacher(s). This growth was not indicated to be sufficient to upset in any major way the relative positions of the organizational levels in the decision making hierarchy for particular items.

Some differences in the patterns of change were evident among the provinces. For example, more increases in the degree of control by the Department were apparent in Alberta than in any of the other provinces. Such increases were evident in some educational issues like student assessment.

The general pattern, however, was of decreases in degree of control being mainly confined to areas outside of the school, while most increases occurred at levels within the school. Again, these changes were seldom sufficient to alter the overall hierarchical pattern.

Some differences were found for districts with varying characteristics, but again the general picture was of gradual and continued growth of influence for the Principal and Teacher(s). This growth was indicated in items where the degree of control by these levels was already high, as well as in items where it was low. The rank order in terms of degree of control for the five organizational levels was not often altered as a result of the changes.

Influencing Factors

The final three research questions focused on factors which might influence changes in degrees of control:

> 8. What forces or factors influence or have influenced change in the locus of decision making in educational institutions?
>
> 9. To what extent do differences exist among the provinces with respect to influence from the various factors?
>
> 10. To what extent do differences exist among school jurisdictions with respect to influence from the various factors?

Of the eleven factors considered, three were reported to have exerted centralizing influences in the period 1975-1980. These were external factors of Political Climate, Economic Climate and Calls for Public Accountability. Education Department Policy was seen as neutral with the other factors exercising decentralizing influence. The strongest decentralizing influences were seen to come from the administrative factors of the Superintendent's Personal Philosophy and Current Administrative Practices. One external factor, Social Climate was reported as decentralizing as were the four internal factors: Pressure from Teachers' Association, Pressure from Trustees' Association, School Board Policy and Teachers' Drive for Professional Status.

For the second period 1975-1980, although the superintendents indicated that some factors would retain their decentralizing influence, the prediction was that the decentralizing influence would diminish and centralizing influence increase. The greatest change was reported in the Departmental Policy which was expected to be centralizing in the second period.

Little substantial difference was evident among the provinces with respect to the first period, but differences were evident in the patterns of change expected for the second period. No substantial changes in the degree of influence for any of the eleven factors were predicted by superintendents in British Columbia or Saskatchewan. However, substantial increases in the direction of less decentralizing influence and more centralizing influence were predicted for four of the factors in Alberta and for nine of them in Manitoba.

More changes were expected in districts with 5,000 to 14,999 students than in districts of any other size. The majority of such changes were expected to result in decreased decentralizing influence and increased centralizing influence. Increased decentralizing influence was predicted for one item in large districts with 15,000 or more students and for two items in small districts with less than 1,000 students. Locally employed superintendents appeared to predict growth in centralizing influences more than provincially employed superintendents.

Indications of current influence and predictions for change were similar in city, town, and rural areas.

THE CONCLUSIONS

In this study, evidence was found of growth in the degree of control over educational decision making by school principals and teachers during the period 1975-1980. In many instances this growth was predicted to continue into 1980-1985 in spite of expectations that factors external to educational organizations would increase their degree of centralizing influence.

To a lesser extent some growth in control over educational decisions was perceived to have occurred or predicted for the future at organizational levels outside the school, especially for the superintendent's office. However, almost all reports of decrease in degree of control applied to groups other than the principals or teachers.

The number of increases in degree of control greatly exceeded the number of decreases and increase in control at one organizational level was not necessarily associated with a decrease at another. Many of the changes in degree of control were small and did not change the rank order of the organizational levels in the decision making hierarchy. The general picture was of the development of a more participatory decision making model.

Further research will be needed to discover if similar trends are observed by groups other than superintendents, if the predicted trends do, in fact, occur and also if they result in increased effectiveness for the educational organizations.

THE IMPLICATIONS

The delimitation of the study to the perceptions of administrators at the level of superintendent or director of education leaves room for an extension of the study to officers working at other areas in the educational organizations. An obvious extension would be to examine the impressions of teachers and principals who form a class of persons thought to have increased their control over educational decision making. A further extension would be to investigate the impressions of experienced school board trustees or departmental officers, to gauge the extent to which their perceptions correspond with those of the superintendents. The restriction to the four western provinces of Canada leaves open the question of whether more general trends can be found. A follow-up study in 1985 would test the accuracy of the predictions made by the superintendents in 1980.

A major implied purpose in organizational change is to increase effectiveness. This study has not been directed at that question at all. A gradual and continuing increase in control over educational decisions has been indicated at the school level in spite of a general shift towards greater centralizing influence from some of the factors affecting change in educational organizations, especially external factors. If reliable measures of effectiveness can be found, useful research might be done in attempting to establish relationships between effectiveness and changes in the locus of decision making.

Contained within this report are descriptions of the patterns of decision making adopted within school districts in western Canada. Individual administrators should be able to use these descriptions to assist them in examining the decision making structure within their own organizations. One hundred and seven of the respondents to the questionnaire requested a summary of the results.

This study was but an initial step in the investigation of changing patterns of control over educational decision making. Additional research is needed to increase the scope of opinion canvassed, to widen the range of decision situations, to add to the categories of decision makers, to compare trends over a broader region, and to examine the effects of changes in control on the delivery of education in Canada. Further study of the problems raised would be appropriate either as academic enquiry to give greater understanding in the area or as administrative action to improve organizational effectiveness.

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APPENDICES

APPENDIX 3.1

DECISION ITEMS

Appendix 3.1

DECISION ITEMS

FINANCE AND BUDGETING

1. The allocation of funds to a school from a school district.
2. The distribution of expenditure within a particular school.
3. Whether or not to fund a special program. e.g. Music.
4. Methods to raise additional funds for a particular school.

CAPITAL EXPENDITURE

5. Whether or not to make additions to school buildings.
6. Whether or not to close a school.
7. Whether or not to include special features such as open areas in school buildings.
8. Whether or not to establish special schools for physically impaired children.

EQUIPMENT, SUPPLIES AND SERVICES

9. The text books to be used for a given subject.
10. Transportation services to be offered to students.
11. Major equipment items for a school.
12. Class-room furnishings.

CURRICULUM AND INSTRUCTION

13. The nature of programs to be offered in a school.
14. The broad outline of the curriculum for a particular subject.
15. The distribution of final grades or marks in a High School subject.
16. Whether or not to incorporate a program for physically or mentally handicapped children into a school program.

PERSONNEL MANAGEMENT

17. Selecting a principal for a school.
18. Selecting a teacher to fill a vacancy in a particular school.
19. Procedures for evaluating instruction.
20. The allocation of duties for non-teaching staff in a school.

STUDENT MANAGEMENT

21. Rules for student conduct.
22. The procedures for assessing student progress in a school.
23. The procedures for reporting student progress.
24. Procedures relating to injured students.

ORGANIZATIONAL STRUCTURE

25. The precise number of staff required by a particular school.
26. The timetable and lesson schedule for a school.
27. The policy of a school for over-night field trips.
28. The minimum and maximum class sizes in a particular school.

COMMUNITY RELATIONS

29. The nature of contact between staff and parents.
30. The use of the school building by community groups.
31. Whether or not to establish a parent advisory group for a school.
32. Whether or not to release to the public details of school test performances.

APPENDIX 3.2

QUESTIONNAIRE: CONTROL OVER EDUCATIONAL DECISIONS

Appendix 3.2 Questionnaire:

CONTROL OVER EDUCTIONAL DECISIONS

In the questionnaire on the following pages you are asked to provide estimates to the degree of control which individuals or groups exert over certain educational decisions. For the purpose of this study individuals or groups are said to exert control over a decision when they have authority to make decisions of that nature AND use that authority to influence the actual decision made.

Your estimate of the degree of control can be indicated by circling one of the numbers on the graded scale, 1 2 3 4 5, where 1 indicates a negligible degree of control over making decisions of this nature and 5 indicates a high degree of control.

EXAMPLES

1. Deciding the minimum age at which children may leave school	Education Department	1	2	3	4	[✓ 5]
	School Board	[✓ 1]	2	3	4	5
	Superintendent's Office	[✓ 1]	2	3	4	5
	School Principal	[✓ 1]	2	3	4	5
	Teacher (s)	[✓ 1]	2	3	4	5

This response indicates an opinion that a high degree of control is exerted by the minister or his department while other groups exert little or no control over this decision.

2. Deciding the final grade awarded to a student in a given subject	Education Department	[✓ 1]	2	3	4	5
	School Board	[✓ 1]	2	3	4	5
	Superintendent's Office	1	[✓ 2]	3	4	5
	School Principal	1	2	3	[✓ 4]	5
	Teacher(s)	1	2	3	4	[✓ 5]

This response indicates an opinion that the teacher has the major control over such a decision under firm policy administered by the principal. The superintendent's office has issued guidelines and has a supervisory function.

In many of the situations, the actual degree of control may not be as clear cut as in the hypothetical cases used above. You are asked to give your best estimate for each decision.

The study is attempting to assess perceptions of change in the degree of control over time. You are asked therefore, to make THREE estimates of the degree of control over decisions in your jurisdiction

The FIRST is your recollection of the situation as it was in 1975
The SECOND is your perception of the situation as it is now in 1980
The THIRD is your prediction of the situation as it will be in 1985

Increase or decrease in the degree of control over time should be indicated by variations in your responses for the three years. If you perceive little or no change over the period, your responses in the three columns should be about the same.

Throughout the questionnaire the term Superintendent is used to designate the chief education officer of a school jurisdiction. Please consider this to be equivalent to such other titles as Director of Education if that designation is used in your Province.

SECTION A

Please indicate your estimates of the degree of control exerted by each group or individual listed in Column B, over the decisions of the type listed in Column A. Circle your responses for each of 1975, 1980, and 1985.

CODE:
1: Negligible Degree of Control
2:
3:
4:
5: High Degree of Control

TYPE OF DECISION	GROUP OR INDIVIDUAL	DEGREE OF CONTROL			CC Office use Only
Column A	Column B	WAS in 1975	IS NOW in 1980	WILL BE in 1985	1 - - 1/4
1. Deciding the allocation of funds to a school from a school district	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	5 - 7
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	8 -10
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	11-13
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	14-16
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	17-19
2. Deciding the distribution of expenditure within a particular school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	20-22
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	23-25
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	26-28
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	29-31
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	32-34
3. Deciding whether or not to fund a special program e.g.Music	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	35-37
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	38-40
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	41-43
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	44-46
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	47-49
4. Deciding on methods to raise additional funds for a particular school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	50-52
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	53-55
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	56-58
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	59-61
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	62-64
5. Deciding whether or not to make additions to school buildings	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	65-67
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	68-70
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	71-73
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	74-76
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	77-79
6. Deciding whether or not to close a school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	1 - - 2/4 5 - 7
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	8 -10
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	11-13
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	14-16
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	17-19
7. Deciding whether or not to include special features such as open learning areas in school buildings	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	20-22
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	23-25
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	26-28
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	29-31
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	32-34

SECTION A

Please indicate your estimates of the degree of control exerted by each group or individual listed in Column B, over the decisions of the type listed in Column A. Circle your responses for each of 1975, 1980, and 1985.

CODE:
1: Negligible Degree of Control
2:
3:
4:
5: High Degree of Control

TYPE OF DECISION Column A	GROUP OR INDIVIDUAL Column B	DEGREE OF CONTROL WAS in 1975	 IS NOW in 1980	 WILL BE in 1985	CC Office use Only
8. Deciding whether or not to establish special schools for physically impaired children	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	35-37
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	38-40
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	41-43
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	44-46
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	47-49
9. Deciding the text books to be used for a given subject	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	50-52
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	53-55
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	56-58
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	59-61
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	62-64
10. Deciding on transportation services to be offered to students	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	65-67
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	68-70
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	71-73
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	74-76
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	77-79
					1 - - 3 4
11. Deciding on major equipment items for a school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	5 - 7
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	8 -10
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	11-13
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	14-16
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	17-19
12. Deciding on class room furnishings	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	20-22
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	23-25
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	26-28
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	29-31
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	32-34
13. Deciding the nature of programs to be offered in a school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	35-37
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	38-40
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	41-43
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	44-46
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	47-49
14. Deciding the broad outline of the curriculum for a particular subject	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	50-52
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	53-55
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	56-58
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	59-61
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	62-64

SECTION A

Please indicate your estimates of the degree of control exerted by each group or individual listed in Column B, over the decision of the type listed in Column A. Circle your responses for each of 1975, 1980, and 1985.

CODE: 1: Negligible Degree of Control
2:
3:
4:
5: High Degree of Control

TYPE OF DECISION	GROUP OR INDIVIDUAL	DEGREE OF CONTROL			CC Office use Only
Column A	Column B	WAS in 1975	IS NOW in 1980	WILL BE in 1985	
15. Deciding the distribution of final grades or marks in a High School subject	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	65-67
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	68-70
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	71-73
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	74-76
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	77-79
16. Deciding whether or not to incorporate a program for physically or mentally handicapped children into a school program					1 - - 4 4
	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	5 - 7
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	8 -10
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	11-13
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	14-16
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	17-19
17. Selecting a principal for a school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	20-22
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	23-25
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	26-28
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	29-31
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	32-34
18. Selecting a teacher to fill a vacancy in a particular school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	35-37
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	38-40
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	41-43
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	44-46
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	47-49
19. Deciding on procedures for evaluating instruction	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	50-52
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	53-55
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	56-58
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	59-61
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	62-64
20. Deciding the allocation of duties for non-teaching staff in a school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	65-67
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	68-70
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	71-73
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	74-76
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	77-79
21. Deciding on rules for student conduct					1 - - 5 4
	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	5 - 7
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	8 -10
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	11-13
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	14-16
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	17-19

SECTION A

Please indicate your estimates of the degree of control exerted by each group or individual listed in Column B, over the decisions of the type listed in Column A. Circle your responses for each of 1975, 1980, and 1985.

CODE:
1: Negligible Degree of Control
2:
3:
4:
5: High Degree of Control

TYPE OF DECISION	GROUP OR INDIVIDUAL	DEGREE OF CONTROL			CC Office use Only
Column A	Column B	WAS in 1975	IS NOW in 1980	WILL BE in 1985	
22. Deciding the procedures for assessing student progress in a school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	20-22
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	23-25
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	26-28
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	29-31
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	32-34
23. Deciding the procedures for reporting student progress	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	35-37
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	38-40
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	41-43
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	44-46
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	47-49
24. Deciding procedures relating to injured students	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	50-52
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	53-55
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	56-58
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	59-61
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	62-64
25. Deciding the precise number of staff required by a particular school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	65-67
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	68-70
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	71-73
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	74-76
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	77-79
26. Deciding the timetable and lesson schedule for a school					1 - - 6 4
	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	5 - 7
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	8 -10
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	11-13
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	14-16
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	17-19
27. Deciding the policy of a school for over night field trips	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	20-22
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	23-25
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	26-28
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	29-31
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	32-34
28. Deciding the minimum and maximum class sizes in a particular school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	35-37
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	38-40
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	41-43
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	44-46
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	47-49

SECTION A

Please indicate your estimates of the degree of control exerted by each group or individual listed in Column B, over the decisions of the type listed in Column A. Circle your responses for each of 1975, 1980, and 1985.

CODE:
1: Negligible Degree of Control
2:
3:
4:
5: High Degree of Control

TYPE OF DECISION	GROUP OR INDIVIDUAL	DEGREE OF CONTROL			CC Office Use Only
Column A	Column B	WAS in 1975	IS NOW in 1980	WILL BE in 1985	
29. Deciding the nature of contact between staff and parents	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	50-52
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	53-55
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	56-58
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	59-61
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	62-64
30. Deciding on the use of the school building by community groups	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	65-67
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	68-70
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	71-73
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	74-76
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	77-79
31.					1 - - 7 4
Deciding whether or not to establish a parent advisory group for a particular school	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	5 - 7
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	9 -10
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	11-13
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	14-16
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	17-19
32. Deciding whether or not to release to the public details of school test performances	Education Department	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	20-22
	School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	23-25
	Superintendent's Office	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	26-28
	School Principal	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	29-31
	Teacher(s)	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	32-34

SECTION B COMMENCES ON NEXT PAGE

SECTION B

A system is said to become more decentralized when control over decisions moves in the direction Province→District→School→Classroom or in the direction Policy Maker→Administrator→Practitioner. It is said to become more centralized when control over decision making moves in the opposite direction.

Please circle the most appropriate response to indicate your personal perception of the way in which each of the factors listed affects the locus of control for educational decision making in your system.

CODE:
1: Strong decentralizing influence
2: Mild decentralizing influence
3: Neutral or no influence
4: Mild centralizing influence
5: Strong centralizing influence

FACTOR	1975 → Present	Present → 1985	CC Office use Only
General Economic Climate Comment:	1 2 3 4 5	1 2 3 4 5	35, 36
General Social Climate Comment:	1 2 3 4 5	1 2 3 4 5	37, 38
General Political Climate Comment:	1 2 3 4 5	1 2 3 4 5	39, 40
Pressure from Teachers' Association Comment:	1 2 3 4 5	1 2 3 4 5	41, 42
School Board Policy Comment:	1 2 3 4 5	1 2 3 4 5	43, 44
Education Department Policy Comment:	1 2 3 4 5	1 2 3 4 5	45, 46
Pressure from Trustees' Association Comment:	1 2 3 4 5	1 2 3 4 5	47, 48
Drive for Professional Status for Teachers Comment:	1 2 3 4 5	1 2 3 4 5	49, 50
Current Practices in Administration Comment:	1 2 3 4 5	1 2 3 4 5	51, 52
Calls for Public Accountability Comment:	1 2 3 4 5	1 2 3 4 5	53, 54
Your own Personal Philosophy Comment:	1 2 3 4 5	1 2 3 4 5	55, 56

What do you consider to be major forces or factors which influence changes in locus of decisions in your Province?

SYSTEM AND PERSONAL DATA FOR SUPERINTENDENT/DIRECTOR

Please supply information concerning yourself and your school system by checking the appropriate category (✓). If you are involved with more than one jurisdiction please answer for the major one. In questions 6 through 9 state number of years.

				CC office use only
1. Name of Province	1.	Alberta	( )	57
	2.	British Columbia	( )	
	3.	Manitoba	( )	
	4.	Saskatchewan	( )	
2. Type of School Authority	1.	School District-Public	( )	
	2.	School District-Separate	( )	
	3.	School Division- Public	( )	
	4.	School Division- Separate	( )	58
	5.	County	( )	
	6.	Other ___________	( )	
3. Area Served	1.	Primarily City	( )	
	2.	Primarily Town	( )	59
	3.	Primarily Rural	( )	
4. Total Number of Students in your jurisdiction				
	1.	0 - 999	( )	
	2.	1000 - 2999	( )	
	3.	3000 - 4999	( )	60
	4.	5000 - 14999	( )	
	5.	15000 - or more	( )	
5. Your Employer	1.	Provincial Government	( )	
	2.	School Authority	( )	61
6. Total years of working experience in educational systems. Count current year as a full year			___	62, 63
7. Total years of experience as a Superintendent or Director of Education. Count current year as a full year			___	64, 65
8. Total years of experience with present employer. Count current year as a full year			___	66, 67
9. Total years of experience in current position. Count current year as a full year.			___	68, 69

THANK YOU FOR ANSWERING THIS QUESTIONNAIRE

APPENDIX 3.3

INITIAL LETTER

Appendix 3.3 Initial Letter

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2G5

April 4, 1980

Dear Fellow Administrator,

I am writing to seek your assistance with a study I am undertaking in connection with my work as a doctoral student in Educational Administration at the University of Alberta. My area of interest is change in Control Over Educational Decisions. In connection with this I am attempting to survey a sample of Superintendents and Directors of Education from several Provinces. My study will concentrate on the perceptions of officers at this level because I believe that such people are best situated to observe change that has taken place, to be able to predict change in the future, and to understand the possible causes of change.

Your name is one of those chosen as part of the sample. Consequently, you will shortly receive a questionnaire by mail and I hope you will be able to see your way clear to complete and return it. I am well aware of the many demands upon your time, from my own experience as a school Principal and Educational Administrator in the Australian Capital Territory, but hope you will appreciate my position in requesting your co-operation with this study.

I would be pleased to supply you with a summary of the findings, when the study is complete.

Thanking you in anticipation,

Yours sincerely,

M. March.

Milton E. March

CONTROL OVER EDUCATIONAL DECISIONS

Determining the appropriate pattern for control over decisions is a perennial problem for educational administrators. A section of literature in organizational theory favors models of decentralized operation and participative decision making. Claims are made of expected improvements in operation due to greater commitment from those who become involved in planning and helping to make decisions. Suggestions also appear that decisions can sometimes best be made by those close to the point of implementation. On the other hand, in a practical situation lines of accountability and responsibility place constraints on what is possible or desirable in this regard. Also, the need for co-ordination in large systems often limits individual autonomy.

Educational organizations have many special characteristics arising from their work at the interface between established society and the emerging generation. They are affected by the universality of their market and the professional aspirations of their work force. Legal structures also impose mandatory obligations upon them. In recent years one point of view has supported the desirability of decentralizing control of decision making in educational systems, yet reservations have been expressed in several quarters.

This current project is attempting to assess whether change has in fact taken place in control over decision making in recent times and whether change can be expected in the near future. It will also investigate possible causes for change. Differences in patterns of operations among the four Western Provinces and among systems within Provinces will be investigated.

The study will rely to a large extent on the perceptions of administrators in the field. Views are being sought from those people in the field who are best placed to know about change, to understand its cause and to be able to predict or influence its direction.

APPENDIX 3.4

ACCOMPANYING LETTER FOR QUESTIONNAIRE

Appendix 3.4 Accompanying letter for Questionnaire

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2G5

April 8, 1980

CONTROL OVER EDUCATIONAL DECISIONS

Enclosed is a copy of the questionnaire to which I referred in my recent letter to you. Its purpose is to investigate perceptions of change in the locus of control over educational decisions.

I would be extremely grateful if you could complete the questionnaire as soon as possible and return it in the enclosed envelope to:

Milton E. March
Department of Educational Administration
The University of Alberta
EDMONTON, Alberta
T6G 2G5

If you would like to receive a summary of the findings of the study, please detach the form below and return it to the same address as above.

Mr March,

Please send me a summary of the findings of your study, Control Over Educational Decisions.

NAME:

Address:

APPENDIX 3.5

REMINDER LETTER

Appendix 3.5 Reminder Letter

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2G5

May 6, 1980

Re: Questionnaire, CONTROL OVER EDUCATIONAL DECISIONS.

To the Superintendent/Director of Education.

On April 8, 1980, I posted to you a copy of a questionnaire entitled CONTROL OVER EDUCATIONAL DECISIONS. Some copies of the questionnaire have not yet been returned. You will no doubt understand that I am anxious to maximise the rate of return in order to improve the validity of the study.

If you have already completed and returned your copy, please accept my thanks for your co-operation. I fully appreciate the effort that is involved in finding time in an already crowded schedule. If, on the other hand, it is still lying in your "too busy" basket, may I appeal to you to give it some attention if at all possible, and return it when completed to:

Milton E. March
Dept. of ED. ADMIN., 7 - 104 Ed.N.
University of Alberta
Edmonton, Alberta
T6G 2G5

Thanking you in anticipation,

I remain,

yours sincerely,

M.E.March.

APPENDIX 4.01

MEANS OF ALL RESPONSES 1975, 1980, 1985

Appendix 4.01 Means of All Responses 1975, 1980, 1985

Means of All Responses Related to Decision Items

CODE: 1: (Negligible) ⟶ 5: (High) Degree of Control.

TYPE OF DECISION Column A	GROUP OR INDIVIDUAL Column B	MEAN CONTROL 1975	1980	1985
1. Deciding the allocation of funds to a school from a school district	Education Department	1.46	1.46	1.51
	School Board	4.14	4.08	3.97
	Superintendent's Office	3.78	3.98	3.95
	School Principal	2.06	2.52	2.87
	Teacher(s)	1.28	1.47	1.81
2. Deciding the distribution of expenditure within a particular school	Education Department	1.21	1.16	1.13
	School Board	2.60	2.30	2.14
	Superintendent's Office	3.04	2.86	2.71
	School Principal	3.95	4.37	4.57
	Teacher(s)	2.54	3.05	3.48
3. Deciding whether or not to fund a special program e.g. Music	Education Department	1.90	1.84	1.85
	School Board	4.37	4.34	4.29
	Superintendent's Office	3.89	4.00	4.01
	School Principal	2.46	2.75	3.02
	Teacher(s)	1.52	1.74	2.10
4. Deciding on methods to raise additional funds for a particular school	Education Department	1.24	1.24	1.25
	School Board	2.90	2.80	2.79
	Superintendent's Office	2.54	2.52	2.53
	School Principal	3.84	3.98	4.04
	Teacher(s)	3.01	3.22	3.36
5. Deciding whether or not to make additions to school buildings	Education Department	4.19	4.14	4.02
	School Board	4.26	4.36	4.37
	Superintendent's Office	3.37	3.47	3.56
	School Principal	2.02	2.19	2.26
	Teacher(s)	1.18	1.27	1.39
6. Deciding whether or not to close a school	Education Department	2.62	2.62	2.60
	School Board	4.68	4.69	4.64
	Superintendent's Office	3.48	3.56	3.59
	School Principal	1.57	1.67	1.73
	Teacher(s)	1.15	1.24	1.28
7. Deciding whether or not to include special features such as open learning areas in school buildings	Education Department	2.58	2.37	2.23
	School Board	4.21	4.23	4.25
	Superintendent's Office	4.02	4.04	4.08
	School Principal	2.95	3.22	3.40
	Teacher(s)	2.15	2.42	2.66
8. Deciding whether or not to establish special schools for physically impaired children	Education Department	3.81	3.76	3.72
	School Board	3.95	4.17	4.32
	Superintendent's Office	3.38	3.56	3.68
	School Principal	1.75	1.90	1.98
	Teacher(s)	1.27	1.38	1.52

TYPE OF DECISION Column A	GROUP OR INDIVIDUAL Column B	MEAN CONTROL		
		1975	1980	1985
9. Deciding the text books to be used for a given subject	Education Department	4.18	3.95	3.76
	School Board	2.39	2.55	2.69
	Superintendent's Office	3.23	3.34	3.37
	School Principal	3.17	3.43	3.57
	Teacher(s)	3.05	3.47	3.66
10. Deciding on transportation services to be offered to students	Education Department	3.03	3.04	3.02
	School Board	4.70	4.74	4.75
	Superintendent's Office	2.99	3.11	3.18
	School Principal	1.51	1.58	1.67
	Teacher(s)	1.07	1.09	1.12
11. Deciding on major equipment items for a school	Education Department	2.04	1.98	1.94
	School Board	4.13	4.02	3.88
	Superintendent's Office	3.80	3.83	3.82
	School Principal	3.43	3.72	3.93
	Teacher(s)	2.15	2.46	2.79
12. Deciding on class room furnishings	Education Department	1.75	1.64	1.55
	School Board	3.52	3.38	3.28
	Superintendent's Office	3.41	3.38	3.31
	School Principal	3.67	3.98	4.17
	Teacher(s)	2.62	3.02	3.39
13. Deciding the nature of programs to be offered in school	Education Department	3.34	3.32	3.21
	School Board	3.29	3.45	3.50
	Superintendent's Office	3.88	4.00	3.98
	School Principal	3.62	3.91	4.07
	Teacher(s)	2.55	2.85	3.09
14. Deciding the broad outline of the curriculum for a particular subject	Education Department	4.40	4.44	4.43
	School Board	1.79	1.86	1.91
	Superintendent's Office	2.61	2.73	2.77
	School Principal	2.37	2.61	2.71
	Teacher(s)	2.30	2.50	2.67
15. Deciding the distribution of final grades or marks in a High School Subject	Education Department	1.90	1.73	2.09
	School Board	1.34	1.39	1.45
	Superintendent's Office	2.27	2.30	2.37
	School Principal	3.92	3.98	3.95
	Teachers(s)	4.27	4.48	4.39
16. Deciding whether or not to incorporate a program for physically or mentally handicapped children into a school program	Education Department	2.62	2.81	2.91
	School Board	3.87	4.14	4.18
	Superintendent's Office	3.86	4.05	4.05
	School Principal	2.72	3.01	3.15
	Teacher(s)	1.74	1.94	2.22

TYPE OF DECISION Column A	GROUP OR INDIVIDUAL Column B	MEAN CONTROL		
		1975	1980	1985
17. Selecting a principal for a school	Education Department	1.08	1.08	1.06
	School Board	4.42	4.41	4.33
	Superintendent's Office	4.39	4.46	4.48
	School Principal	1.30	1.43	1.55
	Teacher(s)	1.25	1.44	1.76
18. Selecting a teacher to fill a vacancy in a particular school	Education Department	1.04	1.06	1.08
	School Board	2.63	2.48	2.42
	Superintendent's Office	4.55	4.52	4.44
	School Principal	3.68	4.12	4.29
	Teacher(s)	1.23	1.33	1.64
19. Deciding on procedures for evaluating instruction	Education Department	2.15	2.12	2.41
	School Board	2.20	2.35	2.46
	Superintendent's Office	4.29	4.39	4.34
	School Principal	3.58	3.97	4.28
	Teacher(s)	2.53	2.85	3.27
20. Deciding the allocation of duties for non-teaching staff in a school	Education Department	1.10	1.09	1.06
	School Board	2.57	2.53	2.47
	Superintendent's Office	3.12	3.15	3.16
	School Principal	4.11	4.37	4.50
	Teacher(s)	1.91	2.26	2.46
21. Deciding on rules for student conduct	Education Department	1.44	1.46	1.41
	School Board	2.79	2.76	2.80
	Superintendent's Office	2.93	2.95	3.02
	School Principal	4.55	4.70	4.74
	Teacher(s)	3.75	4.04	4.20
22. Deciding the procedures for assessing student progress in a school	Education Department	1.71	1.81	2.03
	School Board	1.91	2.07	2.14
	Superintendent's Office	3.41	3.52	3.55
	School Principal	4.23	4.38	4.46
	Teacher(s)	3.93	4.15	4.22
23. Deciding the procedures for reporting student progress	Education Department	1.65	1.59	1.79
	School Board	2.24	2.33	2.36
	Superintendent's Office	3.55	3.55	3.57
	School Principal	4.29	4.44	4.46
	Teachers(s)	3.58	3.86	3.96
24. Deciding procedures relating to injured students	Education Department	1.28	1.28	1.29
	School Board	3.22	3.31	3.39
	Superintendent's Office	3.49	3.55	3.57
	School Principal	4.04	4.18	4.20
	Teacher(s)	2.72	2.89	2.94

TYPE OF DECISION Column A	GROUP OR INDIVIDUAL Column B	MEAN CONTROL 1975	 1980	 1985
25. Deciding the precise number of staff required by a particular school	Education Department	1.58	1.43	1.43
	School Board	3.82	3.83	3.86
	Superintendent's Office	4.43	4.50	4.48
	School Principal	3.02	3.35	3.52
	Teacher(s)	1.30	1.51	1.75
26. Deciding the timetable and lesson schedule for a school	Education Department	1.40	1.39	1.42
	School Board	1.40	1.39	1.41
	Superintendent's Office	2.56	2.52	2.55
	School Principal	4.78	4.81	4.78
	Teacher(s)	3.06	3.37	3.54
27. Deciding the policy of a school for over night field trips	Education Department	1.07	1.08	1.08
	School Board	3.98	4.03	4.03
	Superintendent's Office	3.70	3.78	3.76
	School Principal	3.55	3.73	3.85
	Teacher(s)	2.41	2.70	2.82
28. Deciding the minimum and maximum class sizes in a particular school	Education Department	1.46	1.36	1.44
	School Board	3.38	3.51	3.51
	Superintendent's Office	3.96	4.00	4.00
	School Principal	3.61	3.84	3.94
	Teacher(s)	1.77	2.09	2.40
29. Deciding the nature of contact between staff and parents	Education Department	1.11	1.15	1.17
	School Board	2.17	2.25	2.36
	Superintendent's Office	2.76	2.85	2.92
	School Principal	4.48	4.59	4.63
	Teacher(s)	3.54	3.84	4.00
30. Deciding on the use of the school building by community groups	Education Department	1.17	1.31	1.55
	School Board	4.40	4.38	4.32
	Superintendent's Office	3.05	3.09	3.11
	School Principal	3.31	3.52	3.68
	Teacher(s)	1.36	1.45	1.61
31. Deciding whether or not to establish a parent advisory group for a particular school	Education Department	1.40	1.47	1.48
	School Board	2.84	3.03	3.14
	Superintendent's Office	2.64	2.72	2.80
	School Principal	3.71	3.85	3.94
	Teacher(s)	2.41	2.64	2.83
32. Deciding whether or not to release to the public details of school test performances	Education Department	1.52	1.57	1.73
	School Board	3.44	3.49	3.53
	Superintendent's Office	3.99	4.08	4.09
	School Principal	3.31	3.39	3.49
	Teacher(s)	1.99	2.12	2.24

APPENDIX 4.11

MEANS OF RESPONSES BY PROVINCE

Appendix 4.11 Means of Responses by Province

Means of Responses Related to Decision Items for Provinces 1980

CODE: 1: (Negligible) ⟶ 5: (High) Degree of Control

TYPE OF DECISION Column A	GROUP OR INDIVIDUAL Column B	MEAN CONTROL			
		ALTA	B.C.	MAN.	SASK.
1. Deciding the allocation of funds to a school from a school district	Education Department	1.47	1.20	1.41	1.62
	School Board	4.26	3.86	3.79	4.17
	Superintendent's Office	4.04	4.32	4.03	3.67
	School Principal	2.45	2.60	2.72	2.44
	Teacher(s)	1.61	1.33	1.46	1.40
2. Deciding the distribution of expenditure within a particular school	Education Department	1.16	1.16	1.16	1.16
	School Board	2.26	1.97	2.17	2.61
	Superintendent's Office	2.95	2.59	2.77	2.98
	School Principal	4.30	4.61	4.53	4.20
	Teacher(s)	3.18	3.33	2.86	2.84
3. Deciding whether or not to fund a special program e.g. Music	Education Department	2.03	1.97	1.32	1.86
	School Board	4.36	4.35	4.58	4.17
	Superintendent's Office	4.14	4.00	3.77	3.98
	School Principal	2.90	2.68	2.65	2.69
	Teacher(s)	1.88	1.71	1.59	1.67
4. Deciding on methods to raise additional funds for a particular school	Education Department	1.20	1.26	1.07	1.37
	School Board	3.12	2.31	2.30	3.02
	Superintendent's Office	2.84	2.45	2.47	2.24
	School Principal	3.91	4.50	4.13	3.64
	Teacher(s)	3.28	3.67	3.20	2.88
5. Deciding whether or not to make additions to school buildings	Education Department	3.72	4.68	4.23	4.23
	School Board	4.50	4.32	4.23	4.29
	Superintendent's Office	3.71	3.45	3.45	3.23
	School Principal	2.36	2.40	2.16	1.90
	Teacher(s)	1.36	1.20	1.23	1.23
6. Deciding whether or not to close a school	Education Department	3.46	3.32	1.39	2.00
	School Board	4.47	4.74	4.84	4.83
	Superintendent's Office	3.43	3.90	3.48	3.54
	School Principal	1.74	1.71	1.77	1.50
	Teacher(s)	1.38	1.16	1.30	1.20
7. Deciding whether or not to include special features such as open learning areas in school buildings	Education Depart	2.26	2.74	2.61	2.13
	School Board	4.45	4.32	4.03	4.04
	Superintendent's Office	4.04	4.16	4.10	3.94
	School Principal	3.14	3.16	3.39	3.24
	Teacher(s)	2.25	2.17	2.84	2.49
8. Deciding whether or not to establish special schools for physically impaired children	Education Department	4.02	4.06	3.61	3.37
	School Board	4.07	4.13	4.23	4.27
	Superintendent's Office	3.47	3.55	3.77	3.55
	School Principal	1.93	1.84	1.97	1.86
	Teacher(s)	1.48	1.29	1.47	1.27

TYPE OF DECISION	GROUP OR INDIVIDUAL	MEAN CONTROL			
Column A	Column B	ALTA	B.C.	MAN.	SASK.
9. Deciding the text books to be used for a given subject	Education Department	4.14	4.71	3.65	3.48
	School Board	2.96	2.32	2.03	2.54
	Superintendent's Office	3.30	2.65	3.23	3.86
	School Principal	3.26	2.74	4.06	3.65
	Teacher(s)	3.35	2.84	3.97	3.67
10. Deciding on transportation services to be offered to students	Education Department	3.21	3.61	2.84	2.63
	School Board	4.64	4.71	4.84	4.81
	Superintendent's Office	3.34	2.94	3.29	2.85
	School Principal	1.64	1.65	1.57	1.48
	Teacher(s)	1.12	1.06	1.13	1.04
11. Deciding on major equipment items for a school	Education Department	1.86	3.43	1.81	1.38
	School Board	4.09	4.17	3.90	3.92
	Superintendent's Office	3.98	3.77	3.80	3.71
	School Principal	3.67	3.53	3.71	3.88
	Teacher(s)	2.60	2.16	2.65	2.37
12. Deciding on class room furnishings	Education Department	1.50	2.30	1.84	1.28
	School Board	3.53	2.87	3.00	3.75
	Superintendent's Office	3.57	3.16	3.42	3.27
	School Principal	3.89	4.13	4.13	3.88
	Teacher(s)	3.05	3.03	3.20	2.86
13. Deciding the nature of programs to be offered in a school	Education Department	3.64	3.55	2.83	3.12
	School Board	3.50	3.39	3.30	3.53
	Superintendent's Office	4.00	3.58	4.10	4.20
	School Principal	3.67	4.03	4.20	3.94
	Teacher(s)	2.62	2.97	3.17	2.86
14. Deciding the broad outline of the curriculum for a particular subject	Education Department	4.57	4.55	4.37	4.28
	School Board	1.93	2.10	1.61	1.80
	Superintendent's Office	2.67	2.50	2.81	2.90
	School Principal	2.47	2.73	2.97	2.46
	Teacher(s)	2.34	2.43	3.10	2.34
15. Deciding the distribution of final grades or marks in a High School subject	Education Department	1.59	1.48	1.26	2.31
	School Board	1.74	1.19	1.35	1.16
	Superintendent's Office	2.62	1.65	2.13	2.44
	School Principal	3.95	3.94	4.13	3.96
	Teacher(s)	4.53	4.48	4.48	4.41
16. Deciding whether or not to incorporate a program for physically or mentally handicapped children into a school program	Education Department	2.84	3.26	2.58	2.63
	School Board	4.25	4.00	3.97	4.20
	Superintendent's Office	3.95	3.90	4.23	4.16
	School Principal	2.78	3.29	3.26	2.94
	Teacher(s)	1.79	2.03	2.32	1.81

TYPE OF DECISION Column A	GROUP OR INDIVIDUAL Column B	MEAN CONTROL			
		ALTA	B.C.	MAN.	SASK.
17. Selecting a principal for a school	Education Department	1.11	1.16	1.00	1.04
	School Board	4.33	4.61	4.55	4.29
	Superintendent's Office	4.54	4.10	4.48	4.56
	School Principal	1.38	1.32	1.66	1.42
	Teacher(s)	1.33	1.81	1.65	1.20
18. Selecting a teacher to fill a vacancy in a particular school	Education Department	1.05	1.16	1.03	1.02
	School Board	2.33	1.81	2.24	3.19
	Superintendent's Office	4.64	4.13	4.55	4.60
	School Principal	3.89	4.48	4.26	4.06
	Teacher(s)	1.24	1.65	1.50	1.14
19. Deciding on procedures for evaluating instruction	Education Department	2.21	2.35	1.57	2.19
	School Board	2.63	2.13	2.43	2.12
	Superintendent's Office	4.42	4.23	4.35	4.47
	School Principal	3.81	4.06	4.39	3.85
	Teacher(s)	2.82	2.58	3.45	2.67
20. Deciding the allocation of duties for non-teaching staff in a school	Education Department	1.05	1.19	1.06	1.08
	School Board	2.36	2.74	2.30	2.71
	Superintendent's Office	3.41	2.73	3.26	3.04
	School Principal	4.41	3.97	4.48	4.48
	Teacher(s)	2.33	2.03	2.45	2.19
21. Deciding on rules for student conduct	Education Department	1.24	1.55	1.26	1.76
	School Board	2.95	2.62	2.52	2.78
	Superintendent's Office	3.17	2.58	3.03	2.88
	School Principal	4.65	4.71	4.81	4.69
	Teacher(s)	4.03	3.90	4.32	3.94
22. Deciding the procedures for assessing student progress in a school	Education Department	1.86	2.13	1.41	1.80
	School Board	2.46	1.84	1.86	1.88
	Superintendent's Office	3.75	2.77	3.47	3.75
	School Principal	4.25	4.35	4.57	4.42
	Teacher(s)	4.27	4.16	4.13	4.04
23. Deciding the procedures for reporting student progress	Education Department	1.57	2.33	1.23	1.40
	School Board	2.55	2.97	1.50	2.18
	Superintendent's Office	3.71	3.39	3.50	3.50
	School Principal	4.40	4.23	4.53	4.56
	Teacher(s)	3.88	3.48	3.97	4.00
24. Deciding procedures relating to injured students	Education Department	1.18	1.48	1.17	1.35
	School Board	3.23	3.29	3.20	3.48
	Superintendent's Office	3.82	3.29	3.93	3.17
	School Principal	4.26	3.84	4.23	4.27
	Teacher(s)	2.96	2.58	3.00	2.94

TYPE OF DECISION Column A	GROUP OR INDIVIDUAL Column B	MEAN CONTROL			
		ALTA	B.C.	MAN.	SASK.
25. Deciding the precise number of staff required by a particular school	Education Department	1.26	1.68	1.45	1.46
	School Board	4.02	3.45	3.50	4.02
	Superintendent's Office	4.45	4.48	4.63	4.48
	School Principal	3.34	3.23	3.53	3.31
	Teacher(s)	1.47	1.61	1.72	1.36
26. Deciding the timetable and lesson schedule for a school	Education Department	1.43	1.33	1.34	1.40
	School Board	1.49	1.37	1.20	1.40
	Superintendent's Office	2.74	2.06	2.21	2.69
	School Principal	4.76	4.74	4.93	4.83
	Teacher(s)	3.38	3.32	3.37	3.37
27. Deciding the policy of a school for over night fiels trips	Education Department	1.04	1.16	1.03	1.10
	School Board	4.00	3.74	4.03	4.23
	Superintendent's Office	4.05	3.48	3.97	3.56
	School Principal	3.70	3.48	3.70	3.92
	Teacher(s)	2.73	2.68	2.86	2.58
28. Deciding the minimum and maximum class sizes in a particular school	Education Department	1.33	1.45	1.30	1.37
	School Board	3.71	3.16	3.30	3.63
	Superintendent's Office	4.24	3.58	3.93	4.02
	School Principal	3.69	3.97	4.00	3.85
	Teacher(s)	2.03	2.42	1.33	1.92
29. Deciding the nature of contact between staff and parents	Education Department	1.08	1.19	1.00	1.29
	School Board	2.28	2.00	2.10	2.44
	Superintendent's Office	2.86	2.63	3.13	2.81
	School Principal	4.67	4.53	4.52	4.58
	Teacher(s)	3.88	3.87	3.87	3.76
30. Deciding on the use of the school building by community groups	Education Department	1.54	1.33	1.07	1.17
	School Board	4.38	4.33	4.39	4.40
	Superintendent's Office	3.64	2.58	3.39	2.62
	School Principal	3.51	3.48	3.16	3.75
	Teacher(s)	1.53	1.40	1.45	1.38
31. Deciding whether or not to establish a parent advisory group for a particular school	Education Department	1.19	1.16	1.32	2.06
	School Board	2.86	2.55	2.42	3.88
	Superintendent's Office	2.83	2.29	3.03	2.68
	School Principal	4.09	4.48	4.29	2.92
	Teacher(s)	2.91	3.12	2.97	1.82
32. Deciding whether or not to release to the public details of school test performances	Education Department	1.74	1.87	1.29	1.36
	School Board	3.91	3.45	3.50	3.02
	Superintendent's Office	4.04	4.16	4.13	4.06
	School Principal	3.04	3.35	3.47	3.77
	Teacher(s)	1.96	2.09	2.43	2.13

APPENDIX 4.12

SUBSTANTIAL DIFFERENCES IN MEAN DEGREE OF CONTROL AMONG PROVINCES

Appendix 4.12

Item #	Education Department	School Board	Superintendent's Office	School Principal	Teacher(s)
1.			b > s		
2.					
3.	a > m				
4.				b > s	b > s
5.	b > a				
6.	a > m,s;b > m,s	s > a			
7.					
8.					
9.	b > s,m; a > s	a > m	s > b,a;m > b	m > b,a; s > b	m > b; s > b
10.	b > s				
11.	b > s,a,m				
12.	b > s,a	s > b,m			
13.	a > m		s > b	m > a	
14.					m > s,a
15.	s > m,b,a	a > s,b	a,s > b		
16.					
17.					b > s,a; m > s
18.		s > b,m,a	a,s > b	b > a	b > s,a
19.	b,a > m			m > a,s	m>b,s
20.			a > b	s > b	
21.	s > a,m				
22.	b > m	a>b,s	s,a,m > b		
23.	b > m,s,a	b>m,s;a,s > m			
24.			m,a > s		
25.					
26.			a > b		
27.					
28.			a > b		
29.	s>m				
30.	a > m,s		a > b,s; m > s		
31.	s > b,a,m	s > m,b,a		b,m,a, > s	b,m,a > s
32.		a > s		s > a	

Appendix 4.12. Substantial Differences in Mean Degree of Control among Provinces for various Organizational Levels. x > y indicates that the mean degree of control in Province x is substantially greater than that in Province y.
a=Alberta. b=British Columbia. m=Manitoba. s=Saskatchewan.

APPENDIX 4.13

RANK ORDER FOR DEGREE OF CONTROL PROVINCES 1980

Appendix 4.13

Item #	Alta.					B.C.					Man.					Sask.				
	Low				High	Low				High	Low				High	Low				High
1.	D	T	P	S	B	D	T	P	B	S	D	T	P	B	S	T	D	P	S	B
2.	D	B	S	T	P	D	B	S	T	P	D	B	S	T	P	D	B	T	S	P
3.	T	D	P	S	B	T	D	P	S	B	D	T	P	S	B	T	D	P	S	B
4.	D	S	B	T	P	D	B	S	T	P	D	B	S	T	P	D	S	T	B	P
5.	T	P	S	D	B	T	P	S	B	D	T	P	S	B	/D	T	P	S	D	B
6.	T	P	S	D	B	T	P	D	S	B	T	D	P	S	B	T	P	D	S	B
7.	T	D	P	S	B	T	D	P	S	B	D	T	P	B	S	D	T	P	S	B
8.	T	P	S	D	B	T	P	S	D	B	T	P	D	S	B	T	P	D	S	B
9.	B	P	S	T	D	B	S	P	T	D	B	S	D	T	P	B	D	P	T	S
10.	T	P	D	S	B	T	P	S	D	B	T	P	D	S	B	T	P	D	S	B
11.	D	T	P	S	B	T	D	P	S	B	D	T	P	S	B	D	T	S	P	B
12.	D	T	B	S	P	D	B	T	S	P	D	B	T	S	P	D	T	S	B	P
13.	T	B	D	P	S	T	B	D	S	P	D	T	B	S	P	T	D	B	P	S
14.	B	T	P	S	D	B	T	S	P	D	B	S	P	T	D	B	T	P	S	D
15.	D	B	S	P	T	B	D	S	P	T	D	B	S	P	T	B	D	S	P	T
16.	T	P	D	S	B	T	D	P	S	B	T	D	P	B	S	T	D	P	S	B
17.	D	T	P	B	S	D	P	T	S	B	D	T	P	S	B	D	T	P	B	S
18.	D	T	B	P	S	D	T	B	S	P	D	T	B	P	S	D	T	B	P	S
19.	D	B	T	P	S	B	D	T	P	S	D	B	T	S	P	B	D	T	P	S
20.	D	T	B	S	P	D	T	S	B	P	D	B	T	S	P	D	T	B	S	P
21.	D	B	S	T	P	D	S	B	T	P	D	B	S	T	P	D	B	S	T	P
22.	D	B	S	P	T	B	D	S	T	P	D	B	S	T	P	D	B	S	T	P
23.	D	B	S	T	P	D	B	S	T	P	D	B	S	T	P	D	B	S	T	P
24.	D	T	B	S	P	D	T	B/	S	P	D	[illegible]	B	S	P	D	T	S	B	P
25.	D	T	P	B	S	T	D	P	B	S	D	T	B	P	S	T	D	P	B	S
26.	D	B	S	T	P	D	B	S	T	P	B	D	S	T	P	D	/B	S	T	P
27.	D	T	P	B	S	D	T	P	/S	B	D	T	P	S	B	D	T	S	P	B
28.	D	T	P	B	S	D	T	B	S	P	D	T	B	S	P	D	T	B	P	S
29.	D	B	S	T	P	D	B	S	T	P	D	B	S	T	P	D	B	S	T	P
30.	T	D	P	S	B	D	T	S	P	B	D	T	P	S	B	D	T	S	P	B
31.	D	S	B	T	P	D	S	B	T	P	D	B	T	S	P	T	D	S	P	B
32.	D	T	P	B	S	D	T	P	B	S	D	T	P	B	S	D	T	B	P	S
Summary	No. of Items					No. of Items					No. of Items					No. of Items				
B=School Bd.	2	9	6	5	10	5	7	5	5	10	3	11	5	5	8	4	6	5	5	12
P=Principal.	-	6	11	5	10	-	5	9	4	14	-	3	11	3	15	-	4	8	10	10
S=Superint. Office	-	2	11	11	8	-	3	13	12	4	-	2	9	15	6	-	1	13	10	8
T=Teacher	9	12	1	8	2	10	9	3	9	1	5	13	4	9	1	10	12	3	6	1
D=Ed.Dept.	21	3	3	3	2	17	8	2	2	3	24	3	3	-	2	18	9	3	1	1
/=Equal Control																				

Renk Order for Degree of Control. Provinces 1980

APPENDIX 4.21

ITEMS SHOWING SUBSTANTIAL DIFFERENCES AMONG MEANS OF RESPONSES FROM DISTRICTS OF VARYING SIZES

Appendix 4.21

Item #	Education Department	School Board	Superintendent's Office	School Principal	Teacher(s)
1.		a > e			
2.		b > d			
3.					
4.					
5.					
6.					
7.		d > b			
8.					c > d
9.					
10.					
11.	e > b				
12.		b > d			
13.					
14.					
15.					
16.					
17.					
18.		a,b > d,e	b > e		e > b
19.					
20.					a > d,b
21.					
22.					
23.					
24.		b > e			
25.		b > e			
26.					c > d
27.					
28.		c,b, > d			
29.					
30.					
31.		b > d		d,b > a	d > b
32.					

Appendix 4.21. Items showing substantial differences among the Means of Responses from Districts of Various Sizes
x > y indicates that the perceived degree of control is substantially greater in districts of size x than in those of size y.
a=0-999 students. b=1,000-2,999 students. c=3,000-4,999 students.
d=5,000-14,999 students. e=15,000 or more students.

APPENDIX 4.22

ITEMS SHOWING SUBSTANTIAL DIFFERENCES ACCORDING TO THE TYPE OF EMPLOYMENT OF THE SUPERINTENDENTS

Appendix 4.22

Item #	Education Department	School Board	Superintendent's Office	School Principal	Teacher(s)
1.	L>P				
2.					
3.					
4.			L>P		
5.	P>L	L>P			
6.				L>P	
7.					
8.					
9.					
10.					
11.					
12.					
13.					
14.					
15.					
16.				P>L	
17.			L>P		
18.					
19.					
20.		P>L			L>P
21.	P>L				
22.					
23.					
24.					
25.					
26.					
27.			L>P		
28.					
29.					
30.	L>P		L>P		L>P
31.			L>P		
32.					

Appendix 4.22. Items showing substantial differences according to the type of Employment of the Superintendents

L>P indicates that the perceived degree of control in districts where the superintendent is a Local employee is substantially greater than that in districts where the superintendent is a Provincial employee.

APPENDIX 4.23

ITEMS SHOWING SUBSTANTIAL DIFFERENCES ACCORDING TO TYPE OF AREA SERVED

Appendix 4.23

Item #	Education Department	School Board	Superintendent's Office	School Principal	Teacher(s)
1.	R>T		C>R		
2.					
3.					
4.					
5.					
6.					
7.					C>T
8.				R>T	
9.			R>T,C	R>T	R>T
10.			C>T		C>T
11.					
12.		R>C			
13.					
14.			R>T		
15.	R>C,T		R>C		
16.					
17.					C>T
18.		R,T>C			C>R
19.					
20.					
21.					
22.					
23.					
24.					
25.		R>C,T			
26.					
27.					
28.		R>C			C>T
29.			R>T		
30.			C>T,R		
31.				C>R,T	C>T,R
32.				R>T	R>T

Appendix 4.23. Items showing substantial differences according to the type of Area Served

x>y indicates that the perceived degree of control by superintendents in an area of type x is substantially greater than that of superintendents in an area of type y.

C=Primarily City Area. T=Primarily Town Area. R=Primarily Rural Area.

APPENDIX 5.21

CHANGES IN DEGREE OF CONTROL FOR DISTRICTS OF VARIOUS SIZES

Appendix 5.21 Changes in Degree of Control for Districts of Various Sizes

Item #	1975-1980										1980-1985									
	Decreases					Increases					Decreases					Increases				
	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.																				
2.																				
3.																				
4.																				
5.																				
6.																				
7.																				
8.																				
9.																				
10.																				
11.																				
12.																				
13.																			*	
14.																				
15.																				
16.																				
17.																				
18.																				
19.									*	*						*			*	**
20.										*										
21.																				
22.																				
23.																				
24.																				
25.																				
26.																				
27.																				
28.																				
29.																				
30.																				
31.										*										
32.																				
Total	0	0	0	0	0	0	0	0	1	3	0	0	0	0	0	1	0	0	2	1

Appendix 5.21. Changes in Degree of Control for Districts with 0 - 999 students

*=change significant at the 0.05
**=change significant at the 0.01 level
***=change significant at the 0.001 level

D=Education Department
B=School Board
S=Superintendent's Office
P=School Principal
T=Teacher(s)

Appendix 5.21. (continued)

Item #	1975-1980										1980-1985									
	Decrease					Increase					Decrease					Increase				
	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.								*	***	***		**							***	***
2.		***							***	***		***							***	***
3.	*								***	***									*	***
4.									***	**									**	**
5.								*	***		*									**
6.									***	*										*
7.									***	***	*								***	***
8.							**	***	**	*							*	*	*	*
9.	***						**	*	***	***	*						*		*	**
10.								**										*	*	
11.									***	***		***							***	***
12.		**							***	***	**	*							***	***
13.							**	**	***	***									**	*
14.							*	**	**	*										**
15.	**						*			***						**				
16.						*	**	**	***	**									**	***
17.								*	*	***									**	***
18.									***	*									*	***
19.							***		***	***						**	*		***	***
20.									***	***									**	***
21.						*			*	***								**		***
22.							**	*	***	***										
23.						*	*		**	***										*
24.							**	*	**	***										
25.	**							*	***	***									***	***
26.										***										***
27.									*	***									**	***
28.	**						*		***	***									*	***
29.							*	*	*	***							**	*	*	*
30.						***		*	***	*						***			***	***
31.								*	**	**								*	*	***
32.									*	*										
Total	5	2	0	0	0	4	12	15	29	30	4	4	0	0	0	3	4	5	22	27

Appendix 5.21. (continued). Changes in Degree of Control for Districts with 1000 - 2,999 students

Appendix 5.21. (continued)

	1975-1980										1980-1985									
Item	Decreases					Increases					Decreases					Increases				
#	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.									*										*	*
2.									*	**										**
3.																				*
4.																				
5.																				
6.																				
7.		*							**	**									*	*
8.																	*			
9.									*	*										
10.																				
11.								*	**	*										
12.									*											*
13.								*	*	*									*	*
14.																				
15.																				
16.							*													
17.										*										
18.																				
19.									*											
20.																				*
21.										*										*
22.																*				
23.										*						*				
24.																				
25.									*											
26.										*										*
27.																				
28.							*			*										
29.																				
30.																				
31.																				
32.							*													
Total	0	1	0	0	0	0	3	2	9	10	0	0	0	0	0	2	1	0	3	9

Appendix 5.21.(continued). Changes in Degree of Control for Districts with 3,000 - 4,999 students

Appendix 5.21. (continued)

Item #	1975-1980										1980-1985									
	Decreases					Increases					Decreases					Increases				
	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.									***										*	***
2.		*								***										***
3.									*	*									**	***
4.										*										*
5.																				
6.																				
7.	**								**	*									**	
8.																				
9.											*									*
10.									*											
11.	**								*	**										
12.									**	***										**
13.																				**
14.									*	**									*	*
15.																				
16.								*												**
17.																				*
18.		*							***	*									*	*
19.									*	*									*	***
20.									*	**								*		**
21.										**										*
22.										*										
23.										*										
24.																				
25.									***											*
26.										**										*
27.																				
28.										**										**
29.										*										*
30.																			*	
31.										*										
32.																				
Total	2	2	0	0	0	0	0	1	11	17	1	0	0	0	0	0	0	1	7	18

Appendix 5.21. (continued). Changes in Degree of Control for Districts with 5,000 - 14,999 students

Appendix 5.21. (continued)

Item #	1975-1980 Decreases D	B	S	P	T	1975-1980 Increases D	B	S	P	T	1980-1985 Decreases D	B	S	P	T	1980-1985 Increases D	B	S	P	T
1.																			*	
2.			*						*	*									*	**
3.										*										
4.																				
5.																				
6.																				
7.									*	*										*
8.							*			*										
9.										*										
10.																				
11.									**	**										
12.									**	**									*	*
13.										*										
14.									*											
15.																*				
16.									*	**										*
17.										***										
18.										*										
19.									**	**										
20.									*	**									**	**
21.																				
22.										*										
23.									*	*										
24.										*										
25.									*											
26.										*										
27.																				
28.										*										*
29.										*										
30.																				
31.							**													
32.																				
Total	0	0	1	0	0	2	0	0	10	19	0	0	0	0	0	1	0	0	4	6

Appendix 5.21. (continued). Changes in Degree of Control for Districts with 15,000 or more students

APPENDIX 5.22

CHANGES IN DEGREE OF CONTROL BY TYPE OF EMPLOYMENT OF SUPERINTENDENTS

Appendix 5.22 Changes in Degree of Control by Type of Employment of Superintendents

Item #	1975-1980										1980-1985									
	Decrease					Increase					Decrease					Increase				
	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.									*											
2.										**										**
3.									*											*
4.																				
5.																				
6.																				
7.	*								*											*
8.																				
9.		*																		
10.																				
11.																				
12.										*										
13.																				
14.																				
15.																				
16.																				*
17.																				
18.			*						*											
19.									**											*
20.									*	*										
21.										*										
22.																				
23.																				
24.																				
25.									*	*										
26.										**										
27.										*										
28.										**										
29.																				
30.																				
31.										*										
32.																				
Total	1	1	1	0	0	0	0	0	7	9	0	0	0	0	0	0	0	0	0	5

Appendix 5.22. Changes in Degree of Control for Districts with Provincially Employed Superintendents.

*=changes significant at the 0.05 level
**=changes significant at the 0.01 level
***=changes significant at the 0.001 level

D=Education Department
B=School Board
S=Superintendent's Office
P=School Principal
T=Teacher(s)

Appendix 5.22. continued

Item #	1975-1980										1980-1985									
	Decrease					Increase					Decrease					Increase				
	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T	D	B	S	P	T
1.		*						**	***	***		*							***	***
2.		***	**						***	***	***	**							***	***
3.								*	***	***									***	***
4.									***	***									**	***
5.								**	***	*	**							*		***
6.									***	***									*	*
7.	**								***	***	**								***	***
8.							***	***	***	***							**	***	*	**
9.	***							*	***	***	***						*		*	***
10.								**	**										**	*
11.									***	***		**							***	***
12.	**	**							***	***	***	**							***	***
13.							**	*	***	***									***	***
14.								**	***	***									**	***
15.	**						*			**						***				
16.						**	***	***	***	***									***	***
17.									***	***		*							**	***
18.		*							***	***			*						***	***
19.							***		***	***						***	*		***	***
20.									***	***									***	***
21.									***	***								*	*	***
22.							***	*	***	***						***			*	
23.									***	***						***				***
24.							*	*	***	***										
25.	***							*	***	***									***	***
26.										***										***
27.								*	**	***									***	***
28.	*						**		***	***									*	***
29.							*	*	***	***							**	*		***
30.						***			***	**						***			***	***
31.							***	*	***	***							*	**	*	***
32.							*	**	***	***						***			*	***
Total	6	4	1	0	0	2	11	15	30	31	4	5	2	0	0	6	5	5	26	29

Appendix 5.22. (Continued). Changes in Degree of Control for Districts with Locally Employed Superintendents.

APPENDIX 6.0

MEAN DEGREE OF INFLUENCE FROM FACTORS ALL RESPONDENTS

Appendix 6.0. Mean degree of Influence from Factors.

All Respondents

Factor	Degree of Influence	Difference
1. Economic Climate	3.20 3.68	0.48
2. Social Climate	2.70 2.94	0.24
3. Political Climate	3.21 3.47	0.26
4. Teacher Pressure	2.71 2.91	0.20
5. Board Policy	2.87 2.99	0.12
6. Department Policy	3.02 3.55	0.53
7. Trustee Pressure	2.85 2.99	0.14
8. Professional Drive	2.95 3.08	0.13
9. Administrative Practice	2.54 2.61	0.07
10. Accountability	3.27 3.46	0.19
11. Personal Philosophy	2.52 2.74	0.22
No. of Respondents	172	

1st Mean Indicates period 1975-1980
2nd Mean Indicates period 1980-1985

APPENDIX 6.1

MEAN DEGREE OF INFLUENCE FROM FACTORS BY PROVINCE

Appendix 6.1. Mean degree of Influence from Factors by Province

Province	Alberta		British Columbia		Manitoba		Saskatchewan	
Factors	Degree of Influence	Difference	Degree of Influence	Difference	Degree of Influence	Difference	Degree of Influence	Difference
1. Economic Climate	3.38 3.91	0.53	3.21 3.59	0.38	3.07 3.93	0.86	3.10 3.34	0.24
2. Social Climate	2.62 3.06	0.44	2.93 2.93	0.0	2.77 3.13	0.36	2.60 2.70	0.10
3. Political Climate	3.15 3.56	0.41	3.68 3.65	-0.03	3.03 3.93	0.80	3.10 2.98	-0.12
4. Teacher Pressure	2.67 2.84	0.17	2.71 2.81	0.10	2.80 3.43	0.63	2.71 2.75	0.04
5. Board Policy	2.82 2.95	0.13	2.87 3.00	0.13	2.67 3.33	0.66	3.04 2.85	-0.19
6. Department Policy	3.07 3.98	0.91	3.45 3.72	0.27	2.55 3.52	0.97	2.98 3.02	0.04
7. Trustee Pressure	2.76 2.89	0.13	3.06 3.06	0.0	2.73 3.43	0.70	2.88 2.80	-0.08
8. Professional Drive	2.89 2.95	0.06	2.90 2.83	-0.07	2.97 3.66	0.69	3.04 3.04	0.0
9. Administrative Practice	2.45 2.56	0.11	2.74 2.68	-0.06	2.63 2.87	0.24	2.47 2.47	0.0
10. Accountability	3.42 3.64	0.22	3.55 3.81	0.26	3.00 3.67	0.67	3.10 2.96	-0.14
11. Personal Philosophy	2.55 2.75	.020	2.73 2.80	0.07	2.31 3.03	0.72	2.48 2.54	0.06
No. of Respondents	58		31		31		52	

1st Mean Indicates period 1975-1980
2nd mean Indicates period 1980-1985

APPENDIX 6.21

MEAN DEGREE OF INFLUENCE FROM FACTORS BY SIZE OF DISTRICTS

Appendix 6.21. Mean Degree of Influence from Factors by Size of Districts.

No. of Students	0-999		1,000-2,999		3,000-4,999		5,000-14,999		15,000+	
	Degree of Influence	Difference	Degree of Influence	Difference	Degree of Influence	Difference	Degree of Influence	Difference	Degree of Influence	Difference
1.	3.38 3.92	0.54	3.38 3.76	0.38	2.95 3.25	0.30	2.78 3.78	1.00	3.08 3.31	0.23
2.	2.85 2.69	-0.16	2.71 2.92	0.21	2.70 3.00	0.30	2.46 3.12	0.66	2.92 2.85	-0.07
3.	3.31 3.85	0.54	3.22 3.34	0.12	3.35 3.35	0.0	3.11 3.86	0.75	3.08 3.31	0.23
4.	2.92 3.31	0.39	2.80 2.96	0.16	2.43 2.62	0.19	2.46 2.54	0.08	2.92 3.46	0.54
5.	3.23 2.69	-0.54	2.95 2.98	0.03	2.90 2.90	0.0	2.57 3.14	0.57	2.54 3.23	0.69
6.	3.38 3.62	0.24	3.05 3.48	0.43	3.05 3.50	0.45	2.74 3.81	1.07	2.92 3.54	0.62
7.	3.15 3.46	0.31	2.88 3.00	0.12	2.70 2.80	0.10	2.93 3.14	0.21	2.38 2.46	0.08
8.	2.92 3.23	0.31	3.05 3.22	0.17	2.67 3.05	0.38	2.85 2.62	-0.23	2.92 2.92	0.0
9.	2.92 2.54	-0.38	2.54 2.72	0.18	2.35 2.45	0.10	2.39 2.54	0.15	2.85 2.31	-0.54
10.	3.38 3.77	0.39	3.23 3.35	0.12	3.24 3.29	0.05	3.21 3.68	0.47	3.62 3.77	0.15
11.	2.92 2.69	-0.23	2.53 2.78	0.25	2.29 2.62	0.33	2.43 2.71	0.28	2.58 2.75	0.17
No of Resp.	13		96		22		28		13	

1st Mean Indicates period 1975-1980
2nd Mean Indicates period 1980-1985

APPENDIX 6.22

MEAN DEGREE OF INFLUENCE FROM FACTORS BY EMPLOYMENT FOR SUPERINTENDENTS

Appendix 6.22. Mean degree of Influence from Factors by Employment for Superintendents

	Provincial		Local	
Factor	Degree of Influence	Difference	Degree of Influence	Difference
1. Economic Climate	3.71 3.41	-0.30	3.15 3.72	0.57
2. Social Climate	3.18 2.88	-0.30	2.64 2.94	0.3
3. Political Climate	3.47 3.35	-0.12	3.19 3.48	0.29
4. Teacher Pressure	2.72 2.56	-0.16	2.70 2.95	0.25
5. Board Policy	2.78 2.50	-0.28	2.87 3.05	0.18
6. Department Policy	3.24 3.18	-0.06	2.99 3.60	0.61
7. Trustee Pressure	2.89 2.67	-0.22	2.84 3.03	0.19
8. Professional Drive	2.89 3.00	0.11	2.96 3.08	0.12
9. Administrative Practice	2.61 2.56	0.05	2.53 2.62	0.09
10. Accountability	3.39 3.61	0.22	3.26 3.45	0.19
11. Personal Philosophy	2.89 2.89	0.0	2.46 2.72	0.26
No. of Respondents	18		153	

1st Mean Indicates period 1975-1980
2nd Mean Indicates period 1989-1985

APPENDIX 6.23

MEAN DEGREE OF INFLUENCE FROM FACTORS BY AREA SERVED

Appendix 6.23. Mean Degree of Influence from Factors by Area Served.

	City		Town		Rural	
Factors	Degree of Influence	Difference	Degree of Influence	Difference	Degree of Influence	Difference
1. Economic Climate	2.84 3.39	0.55	3.45 3.95	0.50	3.27 3.70	0.43
2. Social Climate	2.77 3.09	0.32	2.92 2.87	- 0.05	2.61 2.91	0.30
3. Political Climate	3.09 3.48	0.39	3.54 3.66	- 0.12	3.12 3.32	0.20
4. Teacher Pressure	2.57 2.89	0.32	2.76 2.71	-0.05	2.75 3.01	0.26
5. Board Policy	2.73 3.16	0.43	3.17 2.90	-0.27	2.79 2.92	0.13
6. Department Policy	2.91 3.59	0.68	3.38 3.97	0.59	2.87 3.29	0.42
7. Trustee Policy	2.81 2.95	0.14	2.88 3.07	0.19	2.87 2.97	0.10
8. Professional Drive	2.67 2.60	-0.07	2.90 3.00	0.10	3.08 3.35	0.27
9. Administrative Practice	2.63 2.44	-0.19	2.59 2.61	0.02	2.53 2.71	0.18
10. Accountability	3.43 3.52	0.09	3.34 3.59	0.25	3.10 3.35	0.25
11. Personal Philosophy	2.42 2.63	0.21	2.68 2.80	0.12	2.47 2.76	0.29
No. of Respondents	44		42		80	

1st Mean Indicates period 1975-1980
2nd Mean Indicates period 1980-1985

APPENDIX 6.3

SIGNIFICANT DIFFERENCES FOR VARIOUS FACTORS BETWEEN MEANS IN 1975-1980 AND 1980-1985

APPENDIX 6.3

Significant Differences for Various Factors between Means in 1975-80 and 1980-85

Factor	All	Alta.	B.C.	Sask.	Man.	0-999	1000-2999	3000-4999	5000-14999	15000+	Prov.Emplo.	Local Emp.	City	Town	Rural
Economic Climate	***	**			**		**		***			***	***		**
Social Climate	*	**							**			**			*
Political Climate	*	*			**	*			**			**	*		
Teacher Pressure	*				*							**			*
Board Policy					*				*	*			**		
Department Policy	***	***			**		*		***			***	***	**	*
Trustee Pressure	*				*							*			
Professional Drive					**										*
Administrative Practice															
Accountability	*				**				*						
Personal Philosophy	**				**		*					**			**
Max. no. of Respondents	172	58	31	31	52	13	96	22	28	13	18	153	44	42	80

* =significant at the 0.05 level
** =significant at the 0.01 level
***=significant at the 0.001 level

All significant differences were in the direction of more centralization in the second period.

APPENDIX 7.1

SUMS OF THE DEGREES OF CONTROL FOR EACH OF THE FIVE ORGANIZATIONAL LEVELS

Appendix 7.1 Sums of the Degrees of Control for each of The Five Organizational Levels.

Item	1975	1980	1985
Finance to schools	12.72	13.51	14.11
Finance in schools	13.34	13.74	14.03
Finance special programs	14.14	14.67	15.27
Additional finance	13.53	13.76	13.97
Building changes	15.02	15.43	15.60
School closure	13.50	13.78	13.84
Special areas	15.91	16.28	16.62
Special schools	14.16	14.77	15.22
Text books	16.02	16.74	17.05
Transport	13.30	13.56	13.74
Major equipment	15.55	16.01	16.36
Class furniture	14.97	15.40	15.70
School programs	16.68	17.53	17.85
Broad curriculum	13.47	14.14	14.49
Final marks	13.70	13.88	14.25
Special education	14.81	15.95	16.51
Selecting principal	12.44	12.82	13.18
Selecting teacher	13.13	13.51	13.87
Evaluating instruction	14.75	15.68	16.76
Non-teaching staff	12.81	13.40	13.65
Student conduct	15.46	15.91	16.17
Student assessment	15.19	15.93	16.40
Student reports	15.31	15.77	16.14
Injured students	14.75	15.21	15.39
Number of teachers	14.15	14.62	15.04
Lesson schedule	13.20	13.48	13.70
Field trips	14.71	15.32	15.54
Class sizes	14.18	14.80	15.29
Parent contact	14.06	14.68	15.08
Community use	13.29	13.75	14.27
Parent groups	13.00	13.71	14.19
Publicity	14.25	14.65	15.08